DOCUMENT RESUME

ED 346 332 CE 061 431

AUTHOR Hollenbeck, Kevin; And Others
TITLE Implementation of the JOBS Program in Ohio: A Process Study. First Annual Report.
INSTITUTION Abt Associates, Inc., Cambridge, Mass.; Ohio State Univ., Columbus. Center on Education and Training for Employment.
SPONS AGENCY Ohio State Dept. of Human Services, Columbus.
PUB DATE Mar 90
CONTRACT Sub-NCRVE-9/15/88
NOTE 183p.; For related reports, see CE 061 432-433.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC08 Plus Postage.
DESCRIPTORS Demonstration Programs; Economically Disadvantaged; *Employment Programs; Formative Evaluation; Job Skills; Job Training; Labor Force Development; Program Effectiveness; Program Evaluation; *Program Implementation; State Programs; Statewide Planning; Vocational Education; *Welfare Recipients; Welfare Services; *Work Experience Programs
IDENTIFIERS Aid to Families with Dependent Children; *Job Opportunities and Basic Skills Program; *Ohio

ABSTRACT

This document is the first annual report of findings for the process analysis component of an evaluation of the Job Opportunities and Basic Skills Program (JOBS) in Ohio. Chapter I reviews the legislative history of Aid to Families with Dependent Children (AFDC) and related programs and describes work programs and work program evaluations in Ohio. Chapter II documents site visits to 15 demonstration counties in the first quarter of 1989. Three sections describe each county program, summarize key program characteristics across all demonstration counties, and discuss generalizability to the rest of Ohio. Chapter III analyzes work program data for AFDC clients in all counties in which JOBS is operational. It describes the data source and procedures followed in constructing the analysis files. Statistical analyses follow. Work program caseload size and client characteristics are discussed, an analysis of the various program components is presented, and the amount of time that clients spend in various statuses is analyzed. Chapter IV synthesizes the evidence from the case studies concerning four special topics: county departments of human services staffing and organization, client participation, interagency linkages, and the community work experience program activity. Chapter V gives policy and operational suggestions for Ohio Department of Human Services and county administrators. Appendixes include detailed tabular presentations of data to supplement Chapter III analyses and a list of 20 references. (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED346332

IMPLEMENTATION OF THE JOBS PROGRAM IN OHIO: A PROCESS STUDY

FIRST ANNUAL REPORT

by

Kevin Hollenbeck
John Hufnagle
Paula Kurth

Center on Education and Training for Employment
The Ohio State University
1900 Kenny Road
Columbus, Ohio 43210

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

March 1990

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

A Hazen

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

CE061431

FUNDING INFORMATION PAGE

Project Title:	Evaluation of Transitions to Independence
Contract Number:	Sub-NCRVE-9/15/88
Source of Contract:	Ohio Department of Human Services
Contractor:	Abt Associates, Inc., 55 Wheeler Street, Cambridge, Massachusetts 02138
Contractor:	Center on Education and Training for Employment (Subcontractor to Abt Associates, Inc.) The Ohio State University Columbus, Ohio 43210-1090
Executive Director:	Ray D. Ryan
Disclaimer:	This publication was prepared pursuant to a contract with the Ohio Department of Human Services through a subcontract with Abt Associates, Inc. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their judgment in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official Ohio Department of Human Services position or policy.
Discrimination Prohibited:	Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance." Title IX of the Education Amendments of 1972 states: "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance." Therefore, The Ohio State University operates in compliance with these laws.

TABLE OF CONTENTS

		Page
FOREWORD		vii
EXECUTIVE SUMMARY		ix
I.	PROGRAM BACKGROUND AND IMPLEMENTATION PROGRESS	1
	A. Legislative History of ADC and Related Programs	2
	1. Aid to Families with Dependent Children	3
	2. Food Stamps	5
	3. General Assistance	6
	B. Work Programs in Ohio	6
	1. Ohio Work Programs	7
	2. Transitions to Independence	8
	3. JOBS	10
	4. Summary	11
	C. Work Program Evaluations in Ohio	11
	1. Prior Evaluations	11
	2. The Evaluation of Transitions to Independence	13
	3. Objectives of the Process Analysis	15
II.	LOCAL LEVEL OPERATION OF THE WORK PROGRAM	17
	A. Site Visit Summaries	17
	1. Brown County	18
	2. Champaign County	20
	3. Clermont County	21
	4. Franklin County	23
	5. Lake County	25
	6. Lawrence County	26
	7. Montgomery County	28
	8. Perry County	31
	9. Pickaway County	33
	10. Richland County	34
	11. Seneca County	36
	12. Stark County	37
	13. Summit County	39
	14. Trumbull County	41
	15. Wyandot County	42
	B. Summary of Site Visit Data	44

Page

C. The Demonstration Counties Relative to the State..... 47

III. ANALYSES OF ADMINISTRATIVE DATA..... 55

A. Data Source..... 55
B. Caseload Site and Client Characteristics..... 57
C. Analyses of Program Components..... 67

1. Pending Assessment..... 67
2. Pending Assignment..... 68
3. Not Job Ready..... 72
4. Job Club..... 77
5. SEP..... 77
6. CWEP..... 79
7. Education and Training..... 81
8. Employment..... 81
9. Exemptions..... 83

D. Duration of Service..... 86

IV. ANALYSES OF SELECTED TOPICS..... 91

A. Office Structure and Organization..... 91
B. Program Participation..... 93
C. Community Work Experience Program (CWEP)..... 98

1. The CWEP Process..... 98
2. CWEP Issues..... 100
3. Implicit Objectives..... 102

D. Interagency Linkages..... 102

V. POLICY AND OPERATIONAL RECOMMENDATIONS..... 105

A. Suggestions Concerning Program Components..... 105
B. Suggestions Concerning Local Management..... 109
C. Suggestions for ODHS Administration..... 111

APPENDIX: WORK PROGRAM PERFORMANCE DATA, BY COUNTY 115

REFERENCES 159

LIST OF TABLES AND FIGURES

		Page
TABLE 2.1	WORK PROGRAM LOCATION IN AGENCY, STRUCTURE, AND SIZE, BY COUNTY.....	45
TABLE 2.2	ORIENTATION, ASSESSMENT, AND TESTING BY COUNTY.....	46
TABLE 2.3	SUMMARY OF COMPONENTS, BY COUNTY.....	48
TABLE 2.4	CRITICAL FACTORS FOR SUCCCESS.....	50
TABLE 2.5	DEMOGRAPHIC AND ECONOMIC DATA CONCERNING THE DEMONSTRATION COUNTIES.....	52
TABLE 3.1	WORK PROGRAM ADC CASELOADS BY COMPONENT, BY COUNTY.....	60
TABLE 3.2	WORK PROGRAM ADC CLIENT CHARACTERISTICS, BY COUNTY.....	64
TABLE 3.3	WORK PROGRAM AVERAGE MONTHLY ADC CASELOAD PENDING ASSESSMENT AND POTENTIAL TOTAL ADC PARTICIPANTS, BY COUNTY.....	69
TABLE 3.4	CHARACTERISTICS OF ADC CLIENTS IN THE PENDING ASSESSMENT STATUS IN 6/89.....	71
TABLE 3.5	CHARACTERISTICS OF ADC CLIENTS IN THE PENDING ASSIGNMENT STATUS IN 6/89.....	71
TABLE 3.6	AVERAGE MONTHLY ADC CASELOAD IN NOT JOB READY STATUS, BY EMPLOYMENT BARRIER AND COUNTY.....	73
TABLE 3.7	CHARACTERISTICS OF ADC CLIENTS IN THE NOT JOB READY STATUS IN 6/89.....	78
TABLE 3.8	CHARACTERISTICS OF ADC CLIENTS IN JOB CLUB IN 6/89.....	78
TABLE 3.9	CHARACTERISTICS OF ADC CLIENTS IN SEP IN 6/89.....	80
TABLE 3.10	CHARACTERISTICS OF ADC CLIENTS IN CWEP IN 6/89.....	80

Page

TABLE 3.11 CHARACTERISTICS OF ADC CLIENTS IN EDUCATION AND TRAINING IN 6/89..... 82

TABLE 3.12 CHARACTERISTICS OF EMPLOYED ADC CLIENTS IN 6/89..... 82

TABLE 3.13 TYPES OF EXEMPTIONS FOR ADC CLIENTS IN 6/89..... 84

TABLE 3.14 CHARACTERISTICS OF ADC CLIENTS CLASSIFIED AS EXEMPT IN 6/89..... 87

TABLE 3.15 AVERAGE LENGTH OF TIME THAT ADC CLIENTS SPEND IN EACH JOBS COMPONENT, BY COUNTY..... 88

TABLE 4.1 JOBS PROGRAM INTERACTION WITH JTPA..... 104

FIGURE 4.1 AN ASSESSMENT CYCLE..... 97

FIGURE 5.1 CHAMPAIGN COUNTY DEPARTMENT OF HUMAN SERVICES CWEP TIME SHEET..... 108

FOREWORD

On behalf of the Center on Education and Training for Employment, I am pleased to present this report to the staff of the Ohio Department of Human Services, Office of Welfare Reform, for their consideration. The report contains the findings for the process analysis component of an evaluation of the Fair Work and Work Choice Programs, now entitled the JOBS Program, in Ohio. This is the first in a series of three annual reports as well as an overall final report that will monitor the maturation of the JOBS program in selected counties in Ohio.

The importance of enabling individuals to be employable cannot be overemphasized. To assist in making the transition from welfare to employment is neither easy nor simple. It is, however, desirable.

The Center staff who conducted this study were Dr. Kevin Hollenbeck, who served as project director until July 1, 1989 and who wrote the report; Dr. Morgan Lewis, who served as project director from July 1, 1989 to the present; Ms. Ruth Gordon, who served as project staff member; Mr. John Hufnagle, who was responsible for programming the data; and Ms. Paula Kurth, who was responsible for coordinating the publication.

I wish to thank Dr. Joel Rabb and Ms. Ellen Seusy of the Office of Welfare Reform, for their assistance, as well as Dr. Chris Hamilton and Dr. Steven Bell of Abt Associates, Incorporated for their contributions in the review of this document. The draft was also carefully reviewed by staff in the Bureau of Work and Training under the coordination of Ms. Marleen Patton. Their guidance and input is greatly appreciated.

This study was greatly facilitated by the cooperation and assistance of the Work Program staff members in the 15 counties selected for the study. We greatly appreciate the time and insight that these busy individuals contributed.

It is the earnest wish of all those associated with this review that consideration of this document will contribute to the formulation of effective work programs for welfare recipients in Ohio.

Ray D. Ryan
Executive Director
Center on Education and
Training for Employment

EXECUTIVE SUMMARY

This document is the first annual report of findings for the process analysis component of an evaluation of the Fair Work and Work Choice Programs in Ohio. The process analysis is intended to gauge the extent to which the administrative process--i.e., the functioning of the individual parts of the program--contributes to the achievement of programmatic objectives. This report presents some analyses of work programs throughout the state, but it particularly focuses on the first six months of operation for counties that either became work program counties or expanded their work programs in 1989. The process analysis will progress for two more years and two additional annual reports as well as an overall final report will monitor the maturation of these counties' programs and will attempt to attribute program outcomes to local economic, operational, and political contexts.

The Fair Work and Work Choice Programs, now called the JOBS Program, are a series of activities that are targeted to employable recipients of income maintenance payments. This evaluation focuses exclusively on recipients of Aid to Families with Dependent Children (ADC). As described in the report, certain ADC recipients are obligated to participate in the (JOBS) program. The participants are formally assessed for employability and together with work program staff develop a plan to achieve employment and economic self-sufficiency.

The program is comprised of four activities to help the participants achieve their goals:

- Community Work Experience Program (CWEP): Clients are placed with a public or nonprofit agency employer to perform public service. The intent is to give clients an opportunity to develop employability skills and receive training and work experience.

- Subsidized Employment Program (SEP): Clients are hired directly by (public, nonprofit, or private-for-profit) employers and receive the normal compensation for the job they hold. The employers, however, receive a cash subsidy from the state that is paid in lieu of the clients' cash assistance.

- Job Club: Clients attend structured training programs, facilitated by group support mechanisms, to learn the skills and strategies needed to get a job and search for employment.

- Education and Training (E&T): Clients attend approved education or training programs that are determined to be a necessary component of their plan for securing employment.

Two activities form the basis for this document--(1) conducting site visits at each of the 15 County Departments of Human Services (CDHSs) that initiated work program activity in 1989[1] and (2) obtaining and analyzing work program operations data from the Client Registry Information System (CRIS). The purpose of the site visits is to provide an indepth examination of the operation of the program at the county level. Questions being addressed include what elements of the program are being emphasized, how problems are resolved, and what factors unique to the county are critical to program success. The purpose of the analysis of the CRIS data is to provide a description of program operations across the state in terms of caseload size and characteristics, services provided to clients, duration within components, and other features.

The site visits that are described in this report took place in the first quarter of (calendar) 1989. Thus, they describe the early stages of implementation. Each visit consisted of a series of semi-structured interviews with the Work Program administrator, several staff of the work program unit; the CDHS Director, an income maintenance unit (IMU) supervisor; a CWEP work site supervisor, an external service provider, such as a Job Club trainer or E&T provider (if any); and a SEP employer (if any). The study design called for this site visit to be of an introductory nature and so very little validation or cross-checking of the information was undertaken. Essentially, what is presented is what was observed or reported to site visitors. Future visits will involve more validation.

All of the demonstration counties had in common the fact that they were newly implementing the work program. This involved organizing staff and resources within the CDHS, linking with other agencies in the community for provision of services, and getting clients into the program. And, indeed, the counties successfully navigated these activities.

The fifteen demonstration counties varied greatly, however, in the paths that they chose for implementation--for example, the amount of contracting, the organization of staff, the location in the agency, orientation and assessment processes, and program emphases on components, to name a few differences. Seven of the counties had located the work program unit in the IM unit, five had created separate units, and the other three had placed it in

---

[1]The 15 counties that are the primary focus of the process analysis are referred to as demonstration counties in this report. Thirteen of the counties had no work program for ADC recipients prior to January 1989--Brown, Champaign, Clermont, Franklin, Lake, Lawrence, Perry, Pickaway, Richland, Seneca, Summit, Trumbull, and Wyandot. In Franklin County, the program was initiated for ADC-U recipients only. The other two counties--Montgomery and Stark--had limited work programs for ADC recipients prior to 1989, but expanded them in 1989.

Social Services. Staff sizes ranged from 2 to 36 and work program ADC caseload per staff member (including clerical and managerial) ranged from about 40 to over 200. Ten of the counties were contracting for services (most often, Job Club) from JTPA. One county was contracting virtually all of its components, whereas two other counties were operating their programs entirely in-house. The other counties were somewhere in between.

The work program administrators felt that the following factors were critical to the success of their programs:

- Interagency linkages
- Community support
- Quality of program staff
- Employer receptivity to the program
- IM coordination/attitude
- Quality of assessments and consequent assignments
- Availability of jobs in the county

Four of these factors are external to the CDHS, implying that programs are dependent on factors beyond managing staff and correctly administering the rules and regulations of the program.

For all 42 counties in Ohio that had implemented JOBS, the CRIS data show that the average monthly "caseload" for JOBS in Ohio includes around 30,000 ADC clients. Here, caseload includes individuals who are required to participate but have not yet been assessed as well as individuals in the various components. Over 20,000 of the participants are pending assessment, i.e., have been classified by the IMU as employable and are thus required to participate, but in fact have not been assessed by the work program. The clients who are pending assessment may ultimately be exempt from JOBS or may be classified as not job ready, however. Of the total 30,000 in the monthly caseload, about 25 percent are in education and training, 10 percent are employed, 5 percent are in Job Club, and 1 percent are in SEP.

After considering the site visit and CRIS data, the authors of the report offer twelve suggestions for ODHS and county administrators to consider concerning ways to improve program operations. It should be clearly understood that the bases for these suggestions are observational data gathered during the <u>early</u> stage of program implementation and program staff comments and suggestions. While the suggestions are inferred from observed data, in no case have the various suggestions been tested rigorously. Therefore, they should be reviewed for their efficacy and viability within the operational constraints of JOBS. The suggestions are as follows:

Suggestions Concerning Program Components

Recommendation 1: Take the steps necessary to improve participation rates at assessments. For example, use more outreach techniques such as conducting assessments at various neighborhood centers or schools. Where feasible, provide child care and/or transportation to clients. Give clients a choice of 2 or 3 scheduled times and have them respond ahead of time.

Recommendation 2: Keep to structured reassessment schedules. Face-to-face reassessments should occur at least every six months.

Recommendation 3: Perform periodic (presumably annual) testing of clients' basic skills to measure gains in achievement. Such gains can be used to complement employment and earnings as program outcomes.

Recommendation 4: Place more emphasis on SEP. Consider linking with JTPA's on-the-job training component to provide employers with significant wage subsidies. Publicize SEP to the employer community.

Recommendation 5: Structure CWEP so as to provide better training opportunities. Job descriptions should include vocational competencies to be achieved and the attainment of those competencies should be documented. (Competencies could include employability skills such as good attendance, timeliness, or effective interaction with coworkers.) Encourage employer evaluations and feedback to clients. Give priority to work sites that hire.

Recommendation 6: Consider performance-based contracts with labor market intermediary organizations such as OBES to develop and place clients into unsubsidized jobs.

Suggestions Concerning Local Management of the Work Program

Recommendation 7: Provide adequate professional development opportunities and training for work program staff. The opportunities need to be specific to JOBS and also of a more general nature. Examples of the latter would include subject matters such as interviewing techniques, career guidance principles, or learning styles.

Recommendation 8: To the extent possible within the structure and policies of the Department of Administrative Services, the job descriptions and compensation of the JOBS Program Administrator should reflect the complexity of tasks and interactions for which these individuals are responsible.

Recommendation 9: Consider a case management approach within JOBS in which clients are "managed" by a component specialist as long as they participate in that component. Benefit responsibility should transfer to the case manager in the JOBS unit as well.

Suggestions for ODHS Management

Recommendation 10: ODHS should require the submission of annual plans for all JOBS counties. The plans should outline numerical goals for all the components, discuss problem areas and suggested resolutions, include a table of organization for the CDHS and Work Program, and set priorities for the year.

Recommendation 11: ODHS should use CRIS (CRIS-E) to generate county-specific performance reports on a monthly basis as a management tool for the CDHSs. Furthermore, CRIS (CRIS-E) should have a query capability for counties to use to access information concerning their own caseloads.

Recommendation 12: Continue to give local programs flexibility to contract services or provide them in-house. There has been great variability across counties and even within counties in how well interagency linkages or contracting have worked or not worked. As a consequence, mandated interagency linkages will not always result in program improvement.

Future reports of the process analysis will present findings from additional visits to the demonstration counties and from analyses of additional years of data from CRIS. As the JOBS program matures, the evaluation will continue to monitor the issues raised in this report and to watch for new issues that arise as regulations and circumstances change.

I. PROGRAM BACKGROUND AND IMPLEMENTATION PROGRESS

The Ohio JOBS Program[1] is intended to change the Aid to Families with Dependent Children (ADC) program in what might be considered a radical fashion. Instead of supporting individuals' incomes by providing assistance when current circumstances place them in need, the objective of JOBS is to help clients move toward economic independence.

The success that JOBS will have in meeting that objective will depend on many factors. It will, for example, depend on the motivation and backgrounds of the individuals that participate in the program. It will depend on the design and implementation of the various components that comprise the program. It will depend on the structure, staffing, and commitment of the county departments of human services (CDHSs). It will depend on the political, economic, social, and demographic characteristics of the counties. All of these factors plus a host of others will contribute to the success or lack of success of the program. And, as with any team, a breakdown in any of these factors will diminish the accomplishments of the whole.

This document is the first annual report of findings for the process analysis component of an overall evaluation of JOBS. The process analysis is intended to gauge the extent to which the administrative process--i.e., the functioning of the individual parts of the program--contributes to the achievement of programmatic objectives. Because of Ohio's county-administered, state-supervised system for ADC, the focus of the process analysis is necessarily aimed at the CDHSs. These agencies are responsible for translating the regulations into a living, breathing program that must meet the needs and expectations of clients, service providers, Ohio Department of Human Services (ODHS) administrators, and taxpayers.

The overall evaluation of JOBS will proceed for five years, with the process analysis active over the first three years. Three annual reports and a final report will be written during the course of the process analysis. The activities that were undertaken to date that form the basis for this document include obtaining and analyzing work program performance data from the Client Registry Information System (CRIS) and conducting site visits at each of the 15 CDHSs that initiated work program

---

[1]As described below, work programs for ADC recipients in Ohio have gone through a number of programmatic and concomitant name changes. The current name is JOBS and we will use that name here, except when referring historically to its predecessors, Ohio Work Programs and Transitions to Independence.

activity in 1989.[2] An ancillary activity that was undertaken was to collect and analyze program documents from all 88 counties in Ohio.

The purpose of the analysis of the CRIS data is to provide a description of program performance across the state. Caseload size and characteristics, types of work program activities, duration of activities, and other program features are compared for JOBS counties. Besides comparing the CRIS data across counties, the report will focus on a more indepth examination of how the program is operating within the individual counties. This examination is based on the site visits to the demonstration counties. The preparation for and conduct of the site visits comprised the major portion of the effort on the process analysis task to date.

This report proceeds by first providing a general background description of JOBS and of the evaluation. The second chapter documents the site visits that were undertaken. Chapter 3 presents the analyses of the data from the work program subsystem of CRIS. Chapter 4 synthesizes the evidence from the case studies concerning four special topics--CDHS staffing and organization, client participation, interagency linkages, and the community work experience program (CWEP) activity. The last chapter gives policy and operational suggestions and recommendations for ODHS and county administrators to consider. The appendix to the report provides detailed tabular presentations of the CRIS data that supplement the analyses in chapter 3.

A. Legislative History of ADC and Related Programs

In order to gain an understanding of the purposes of JOBS and its intended contributions to ADC, it is important to review briefly the legislative history and purposes of income maintenance programs in general. Prior to the 1930s, no national welfare program existed; the federal government left the responsibility for assisting the poor to private organizations and local authorities. Systems run by the states tended to be mostly concerned with vagrants and "...institutional care for the indigent and helpless" (DeFleur, D'Antonio, and DeFleur 1976, p. 581). In the 1930s, the New Deal brought in ADC as a short-term measure designed to help states and localities through the crisis of the

[2]The 15 counties will be referred in the remainder of this report as demonstration counties because they are the counties for which the evaluation is undertaking data collection. Thirteen of the counties had no work program for ADC recipients prior to 1989 --Brown, Champaign, Clermont, Franklin, Lake, Lawrence, Perry, Pickaway, Richland, Seneca, Summit, Trumbull, and Wyandot. The other two counties--Montgomery and Stark--had limited work programs for ADC recipients prior to 1989, but expanded them in 1989.

Great Depression (Shephard and Voss 1978). Today, however, these programs and others are still in force and being used to assist those in need.

1. Aid to Families with Dependent Children

Early income assistance programs in the U.S. were county-based (Clarke 1957). Unemployment and economic distress caused by the Great Depression, however, caused many counties to abandon such mothers' aid programs; causing many potential recipients of mothers' aid to turn to federal unemployment funds instead. The amount of money available was so small, however, that provisions for support of dependent children were included in the Social Security Act of 1935, under Title IV (Clarke 1957). This title initiated the ADC program.

A number of revisions to this Social Security Act provision have been enacted since 1935. In 1939, amendments extended the qualifying age of children to those under 18 instead of under 16 if the 16 or 17-year-old was in school. (This school attendance eligibility requirement was dropped in 1957). As of 1964-65, children age 18 through 20 were covered if they were attending school, college, or a vocational or technical training course.

In 1950, two major changes were made that affected ADC. First, legislation was passed that required states to notify law enforcement officials if they were providing assistance to a child abandoned or deserted by a parent. Second, ADC coverage was extended to include a needy parent or other relative with whom a dependent child was living. However, not until 1962 was coverage permitted to include a second needy parent (father) in the family, and then only if that parent is incapacitated or the spouse of an unemployed parent and if the state chose to include an unemployed father program (Spindler 1979). In 1967, amendments to the Social Security Act authorized day care payments under ADC if the parent was in a job training program of the Work Incentive Program (WIN) (Romanyshyn 1971).

In 1962, states were required to take into account work-related expenses in determining eligibility and amount of payment and states were permitted to disregard certain income and earnings of family members. A 1969 amendment required states to disregard all earnings of dependent children if the child was a full-time student or a part-time student not fully employed; the amendment also required that the first $30.00 plus one-third of the remaining monthly earnings of all other members of the recipient family be disregarded in calculating benefits (Spindler 1979).

ADC has changed over the years from a program designed to cover children whose fathers were either deceased or disabled by

enabling the mother to remain in the home to care for them to one providing coverage for families financially unable to provide for their children. Public support of ADC has also changed, clearly enjoying less and less popular support (Gueron 1987).

It is not surprising, then, that the Omnibus Budget Reconciliation Act of 1981 (OBRA) reduced ADC benefits (Browning 1986). OBRA changed some of the provisions of ADC with the effect being to reduce income eligibility standards. Recipient families with earned income dropped dramatically--from 11.5 percent of all ADC cases (figure as of May 1981) to 5.6 percent (figure as of May 1982). Overall, OBRA caused a 9.3 percent reduction in aggregate ADC payments nationwide (Subcommittee on Oversight... 1984)

The specific ways in which benefits were reduced are outlined by Hansen and Clewell (1982). OBRA...

> ...eliminated federal AFDC payments on behalf of 18-21 year olds enrolled in college. States may now choose not to cover anyone over 17 or to cover 18 year olds who are full-time students in secondary school or the equivalent level of vocational or technical training and who expect to complete the program before turning 19. As with other benefits, states may continue to cover AFDC dependents in college solely from state funds... (p. 2)

OBRA also changed the rules for adult recipients of ADC. It placed tighter restrictions on other income (some states include student aid as income). Work registration requirements for parents of young children were tightened. The Community Work Experience Program (CWEP), in which ADC recipients must work in a community service organization for no additional pay (Hansen and Clewell 1982), was intended to make the welfare recipient more employable (Butler and Kondratas 1987); instead, it made more difficult the use of college as part of an approved training program.[3] The rule disregarding the first $30.00 and one-third of the remaining monthly earnings of all other family members was limited to the first 4 months of employment only. OBRA also reduced benefits to working ADC recipients; for example, reimbursement of work expenses and day care for children or elderly adults were reduced. ADC payments could be reduced if families were receiving food stamps or housing subsidies, and, families with $1,000 in assets other than a home or car could be excluded from ADC benefits (Hansen and Clewell 1982).

For the focus of this paper, however, the most important impacts of OBRA were the introduction of CWEP and changes to WIN. CWEP...

---

[3]CWEP is discussed in more detail in later chapters.

> ...made it possible for the first time for states to choose to make workfare mandatory for AFDC recipients. States also were authorized to fund on-the-job training programs by using a recipient's welfare grant as a wage subsidy for private employers. In addition, primarily through a new option known as the WIN Demonstration Program, they could change the institutional arrangements for delivering employment and training services and were allowed greater flexibility in the mix of these services. (Gueron 1987, p. 13)

At the national level, WIN was judged not to be successful in that it did not promote self-sufficiency or encourage a greater number of ADC mothers to work. Some states made working mandatory, but rarely imposed penalties on those recipients who did not (Butler and Kondratas 1987).

The Tax Equity and Fiscal Responsibility Act of 1982 (TEFRA) (P.L. 97-248) contained sections pertinent to ADC. Most important for our purposes was Section 154(a) which allowed states to require ADC clients to participate in job search programs set up by the state. Individuals participating in such a program should either be provided transportation or paid for same. Other expenses related to participation were also coverable.

2. Food Stamps

The immediate precursor of the Food Stamp Program was the commodity program in which food acquired via Section 416 of the Agricultural Act of 1949 was to be given to needy persons (Romanyshyn 1971). The Food Stamp Program, as such, was implemented in 1961 as a pilot program under executive authority and authorized in 1964 as a program under the Department of Agriculture (Browning 1986). The first notable change occurred in 1970, when the program was extended and the Secretary of Agriculture was authorized to set national standards for participation, to set coupon allotment at a level that would provide an adequate diet, and to make annual adjustments in the cost of coupons to reflect increases in the cost of food (Browning 1986).

A number of events occurred in 1971. Eligibility requirements and benefits were nationalized, elderly persons who met specified criteria were permitted to purchase delivered meals with food stamps, and households with little or no income could get free food stamps (Spindler 1979). Next, in 1973, the program was extended and mandated to cover all areas of the country, whereas before, counties could use the food stamp program or the food distribution program (Browning 1986). Other changes included a mandatory semi-annual adjustment of coupon allotment to reflect changing costs of food, the required issuance of food stamps twice

a month, a redefinition of eligible foods, and optional public assistance withholding for ADC recipients (Spindler 1979).

The next major changes in the program were made in 1978. The requirement that food stamps be purchased was eliminated, a single benefit reduction rate of 30 percent of net income was established, and a standard deduction from gross income and expenses was adopted. To reduce program abuse and improve program administration, increased financial incentives were offered to states, also in 1978 (Spindler 1979).

The Food Security Act of 1985 began the Food Stamp Employment and Training (FSET) program. It required able-bodied food stamp recipients to register for work and it required states to provide training to those food stamp recipients required to work who were unable to obtain employment. Note that public assistance recipients were exempted from FSET. Because of scant food stamp funding, many states opted to link FSET with existing employment and training programs.

3. General Assistance

The purpose of general assistance is to provide aid to persons either not receiving aid or receiving inadequate aid from another program (Clarke 1957). Residency has been a factor since early general relief programs in the 1600s, when each town in the Plymouth Colony was charged with the responsibility of caring for its own poor. Rules were devised that were based on the philosophy that everyone belonged somewhere and, therefore, assistance should be provided by the place where that person belonged. Over time, the practice of "dumping" indigents became frequent and resulted in legislation against such practices. Our current general assistance laws, having their roots in sixteenth and seventeenth century English poor law, continue the tradition of local administration of programs (Clarke 1957; Romanyshyn 1971). Because General assistance is primarily administered and funded locally, the eligibility criteria and benefits vary widely (Macarov 1978; Spindler 1979). A common feature, however, is to require some type of community service in exchange for cash benefits.

B. Work Programs in Ohio

Ohio has long had a Work Relief (WR) component of its General Assistance program. Individual counties administered WR, so it varied somewhat across the state. However, the general idea was for recipients of GA to undertake some level of community service as a condition of eligibility. The present study focuses on ADC clients only, so it will not go into detail about WR. However, it

is important to remember that all the counties that have or will implement JOBS will have had experience with WR.

1. Ohio Work Programs

With the passage of OBRA in 1981, the state passed legislation to mandate work programs for ADC clients. Due to funding limitations and other constraints, the programs, entitled Ohio Work Programs, were initially piloted in 5 counties:[4] Butler, Hancock, Madison, Marion, and Wood. The pilot programs began in the second quarter of 1983.

Between 1983 and 1987, 26 additional counties became work program counties (i.e., implemented state regulations for mandatory work activities for ADC and GA clients). Those counties and the year they became work program counties are as follows:

(April 1984)	Holmes	1987	Athens
	Putnam		Belmont
	Williams		Clark
			Fulton
(June 1986)	Allen		Knox
	Crawford		Lucas
	Gallia		Montgomery
	Hamilton		Muskingum
	Morrow		Scioto
	Pike		Stark
	Sandusky		Union
	Shelby		
	Washington		
	Wayne		

Because of funding limitations, the programs in Lucas, Montgomery, and Stark counties were only partially implemented. Montgomery County granted exemptions for recipients who would otherwise not be exempt if their case had more than 2 dependents; Stark County granted additional exemptions for cases where the youngest dependent child was age 6 to 14.

The Ohio Work Programs and its successors are administered by the Bureau of Work and Training (BWT) of the ODHS. The program was initially and generally continues to be comprised of four activities that include the following:

---

[4]As the programs were being developed in the early 1980s, it is clear that some Ohio legislators were interested in implementing the program on a statewide basis. See Columbus Dispatch (October 23, 1988).

- o Community Work Experience Program (CWEP): Clients are placed with a public or nonprofit agency employer to perform public service in exchange for their cash assistance. The intent of CWEP is to give clients an opportunity to develop employability skills and receive training and work experience.

- o Subsidized Employment Program (SEP): Clients are hired directly by (public, nonprofit, or private-for-profit) employers and receive the normal compensation for the job that they hold. The employers, however, receive a cash subsidy from the state that is paid in lieu of the clients' cash assistance. The client's medical benefits continue for the length of the contract with the employer.

- o Job Club: Clients attend structured training programs to learn the skills and strategies needed to get a job.

- o Education and Training (E&T): Clients attend approved education or training programs that are determined to be a necessary component of the clients' plan for securing employment. The education and training programs provide clients the opportunity to learn new skills, to retrain for new occupations, to upgrade current skills, or to receive remedial or basic education to prepare for employment.

Under Ohio Work Programs, employable ADC and GA clients were required to participate in these components. Although there were a number of exemptions for age, health or family situations, those considered employable included all GA clients, ADC clients with no children under the age of six, and heads of ADC-U cases. Other ADC or GA recipients could volunteer to participate.

2. Transitions to Independence

As ODHS considered expanding the work programs to the remaining counties in the state, it implemented several important modifications to the program. First of all, ODHS desired to encourage more ADC clients with younger children to volunteer to participate. The exemption for mothers whose youngest child was under the age of 6 was numerically significant from an administrative viewpoint because it granted an exemption for approximately 60 percent of the ADC caseload, severely limiting the potential caseload reduction benefits of work programs. From the clients' perspective, this exemption meant that they were excluded from the benefits of work program activities for several years. Second, in order to provide an incentive for such clients to participate, ODHS wished to increase the income disregards for earned income, to guarantee dependent care support (day care), and to provide extended Medicaid benefits. Third, ODHS wished to encourage

teenage recipients to complete their high school education (or equivalency).

The Reagan Administration established the White House Low Income Opportunity Advisory Board to encourage states to test different approaches to reducing welfare dependency. Under guidelines established by this Board, ODHS submitted an application for waivers from the Department of Health and Human Services to implement a modified program on a statewide basis for ADC clients. The waivers were granted under two requirements: The federal cost must not exceed the federal contribution to the costs of the existing program, and the demonstration must be evaluated rigorously.

The program that was designed by ODHS consisted of three parts: mandatory participation for ADC clients whose youngest child was aged 6 or over and for the head of ADC-U cases, voluntary participation with additional benefits for ADC clients with children under 6, and mandatory attendance of education and training for clients under the age of 19 who had not attained a high school diploma or its equivalent. The State entitled the program Transitions to Independence and the three subcomponents were called Fair Work, Work Choice, and Project Learn (now called LEAP), respectively.

Transitions to Independence was to be implemented on a statewide basis over the period 1989-1992. Fair Work (also referred to as the mandatory program) was initiated on January 1, 1989 for the 29 counties that were already participating in Ohio Work Programs[5] plus 13 additional counties:

Brown	Pickaway
Champaign	Richland
Clermont	Seneca
Franklin (ADC-U only)	Summit
Lake	Trumbull
Lawrence	Wyandot
Perry	

Work Choice (also referred to as the voluntary program) was started on January 1, 1989 in Montgomery County only. Project Learn was scheduled to begin in September 1989 in all 88 counties of the state.

The Transitions to Independence plan had scheduled all 88 counties to participate in all three components of the program by

---

[5]Initiation here meant, for the most part, nothing more than a new name. Substantively, the components of the Ohio Fair Work Program were identical to the Ohio Work Programs. The additional exemptions in Lucas, Montgomery, and Stark counties were lifted, however.

fiscal 1992 at the latest.[6] New legislation and consequent regulatory changes came along virtually as Transitions to Independence was getting "off the ground." These changes significantly altered the Fair Work and Work Choice Programs. With the passage of the Family Support Act, the work programs in Ohio became the Ohio JOBS Program as of July 1, 1989.

3. JOBS

The Family Support Act was passed into law in October 1988. Title II, entitled Job Opportunities and Basic Skills (JOBS) Training Program, mandated work programs for ADC recipients on a nationwide basis. The legislation appeared to have the intent of requiring participation for those whose youngest child was 3 or older and to give all clients the day care and extended Medicaid benefits that were in the Work Choice component of Transitions to Independence. Precise program rules were not immediately promulgated, of course, so Ohio implemented its Transitions to Independence program. However, when the rules were finalized in early 1989, ODHS wrote its state plan for JOBS such that the 42 counties that were operating Fair Work were to begin implementing JOBS as of July 1, 1989 (Franklin County continued to serve only ADC-U clients and Montgomery County continued Work Choice on a 50-50 treatment-control basis as described below).

JOBS differs from Transitions to Independence (in particular, Fair Work and Work Choice) in several respects. First of all, the child care guarantee and the extended benefits are to be provided to all ADC clients who leave the rolls because of unsubsidized employment. Second, JOBS has enumerated three target groups for highest priority: (i) individuals who received AFDC for 36 of the 60 months immediately preceding the most recent month of application or current recipients who have been receiving AFDC for 36 of the preceding 60 months; (ii) custodial parents under age 24 who have not completed high school and are not enrolled in high school or a high school equivalency program or have had little or no work experience in the preceding year; and (iii) individuals who are members of families in which the youngest child is within 2 years of becoming ineligible for ADC. Federal funds may be withheld if states do not achieve 55 percent of their JOBS caseload from these groups. Third, in program emphasis, JOBS has placed increased importance on education and training, has placed decreased importance on CWEP, and has added job development. Fourth, a formal

---

[6]All implementation would have been completed by 1991 except for the "control" counties for Work Choice, which were scheduled for 1992 for evaluation purposes.

testing requirement has been added to the mandatory assessment of clients.[7]

4. Summary

Ohio has been one of the leading states in adding work program-type reforms into its ADC program. The Ohio Work Programs were implemented (on a pilot basis) shortly after federal legislation allowed them. When ODHS applied for the waivers to implement Transitions to Independence, it was one of the first states to be granted waivers from among the several states that had applied. The state was among the first to get a state plan submitted under JOBS. Despite its predilection toward work programs, Ohio has faced funding and political constraints that have prohibited full statewide implementation to date. Nevertheless the state has pressed ahead cautiously--and with some evidence of success, as described below.

A key question in Ohio, as well as across the Nation, is whether the benefits of work programs in terms of reduced welfare dependency will exceed the costs in terms of administration and extended benefits. Evaluations and statistical analyses of Ohio data have provided some reason for optimism.

C. Work Program Evaluations in Ohio

1. Prior Evaluations

ODHS contracted with Potomac Institute for Economic Research (PIER) to evaluate the 5-county pilot of the Ohio Work Programs. PIER (1985) wrote that through October 1985, work programs in the five pilot counties had achieved "modest success" (p. 6). Statistical analyses suggested a caseload reduction on the order of 10-15 percent and the programs were judged to be well-liked and effective by CDHS administrators, staff, work site supervisors, and clients.[8] The report noted that while there was a "marginal" impact on caseloads, there had been a substantial impact in terms of community services that would otherwise not have been undertaken and the value of these services probably

---

[7]In Ohio's implementation of JOBS, assessment will be mandatory for all ADC clients with children older than age one. Participation will only be required for clients whose youngest child is six or older, as in Fair Work. Participation will be voluntary for individuals with younger children, as in Work Choice. Exempt individuals may, of course, volunteer to participate.

[8]An interesting anecdote in this report is that even clients who had been sanctioned had positive feelings toward the fairness of the program, as stated on page 6 of the PIER report (1985).

exceeded the entire cost of the pilot. Other findings reported were as follows:

- There was great diversity across the 5 counties in approach and program philosophy, leading the authors to conclude that the pilot was tantamount to "5 separate programs." (p. 61)
- Very few sanctions had been administered.
- CWEP was by far and away the main program activity, whereas SEP was virtually nonexistent.
- There seemed to be an excessive number of cases in the status of "pending assignment."
- The larger of the 5 counties seemed to have a "paper processing orientation," whereas the smaller counties were "programmatic/client oriented." (p. 133)

PIER produced a follow-up report in January 1988 that provided more specifics on the caseload reductions. Relying on more data than the earlier report, and using slightly more sophisticated statistical techniques, PIER (1988) found the following caseload reductions in the 5 work-program counties through calendar 1987:

ADC	7.9%
ADC-U	36.5
GA	30.0

Meritus, Inc. reviewed several county programs other than the original 5 that PIER had formally evaluated. These reviews may be described as more management-oriented. For one county, Meritus (1988) stated the following:

- The time periods between benefit approval and assessment and between assessment and assignment were excessive.
- The no show rate was "high" for assessments (42 percent) and for referrals to Job Club (26 percent).
- More frequent reassessments were needed.
- Job development activities were needed.
- Sanctions were unwieldy and ineffective.

Meritus (1989) provided recommendations based on reviews of programs in four counties. Among the recommendations made in this report were program improvements to accomplish the following:

- o Speed the enrollment process for getting public assistance recipients into the work programs

- o Strengthen linkages between work program units and the Job Training Partnership Act (JTPA) agencies

- o Bring "not job ready" recipients under closer review and provide more assistance

- o Tighten coordination between the work program units and the Department's Income Maintenance Sections

- o Reduce paperwork viewed as unnecessary (Meritus, 1989, p. 2)

In a somewhat controversial study, Sklar (1988), under contract to the American Federation of State, County, and Municipal Employees (AFSCME), reports on findings of a process analysis of three county programs undertaken in August, 1988. The predominant concern of this report was that CWEP workers were displacing municipal employees despite the program regulations that prohibit such displacement.

In a report released in September 1988, the ODHS Office of Welfare Reform (1988) analyzed caseload and cash assistance payment trends in the 8 counties that had implemented the Ohio Work Programs by 1987. Findings, presented in Chart 2 of that report, show ADC and GA caseload reductions of approximately 6 and 3 percent in FY 1984, 13 and 14 percent in FY 1985, 4 and 8 percent in FY 1986, 5 and 20 percent in FY 1987, and 7 and 26 percent in FY 1988, respectively. Furthermore, the report estimates a cumulative ADC and GA assistance savings of over $42 million over the 5 fiscal years.

To build on these evaluative studies, ODHS has contracted with Abt Associates, Inc. (AAI) to perform a rigorous evaluation of the Transitions to Independence program (more specifically, Fair Work and Work Choice). With the advent of JOBS, the evaluation will continue, but will be altered to examine that program. This evaluation effort is described in the next section.

2. The Evaluation of Transitions to Independence

The AAI evaluation of Transitions to Independence (now JOBS) will address the following questions:

- o Will Transitions to Independence reduce government expenditures for public assistance in Ohio compared to what would have happened in its absence?

- o Will Transitions to Independence reduce Ohio's ADC caseloads compared to what would have happened in its absence?

- Will the proportion of cases leaving ADC due to earned income increase?
- Will the proportion of cases returning to ADC after leaving welfare due to increased earned income decrease as a result of the program?
- Will the proportion of cases staying on ADC for more than 3 years decline?
- Will the number of new applications for ADC hold steady or decline?
- Will the employment rate for those who participate in Transitions to Independence be higher than the employment rate for those who do not?
- Will the earnings of those who participate be higher than the earnings of those who do not?
- Will those who participate in the program receive higher child support payments than would be expected in its absence?
- Will the individuals who participate have higher enrollment and completion rates in education and training programs than those who do not participate?
- Will individuals who participate in the program have a more positive image about themselves than those who do not participate?

The evaluation will address these questions through four studies: an impact analysis, a cost-benefit analysis, a process analysis, and a qualitative analysis. AAI will conduct the impact and cost-benefit analyses, whereas the Center on Education and Training for Employment of The Ohio State University will conduct the process analysis and qualitative analysis.

Impact analysis. The impact analysis will examine the effect of participation in either Fair Work or Work Choice on individual clients. The outcomes to be analyzed include employment and earnings, ADC benefits, recidivism, education, child support payments, living arrangements, family formation and stability, and subsequent births. The impact analysis for Fair Work will be based on an experimental design implemented in the demonstration counties in which 90 percent of the relevant caseload will be required to participate in work program activities and 10 percent will be precluded from them. The analysis of the impact of Work Choice will be conducted in Montgomery County only and 50 percent of the individuals who would be eligible will be assessed and offered the opportunity to participate and to receive transition

benefits, whereas the remaining 50 percent of otherwise eligible volunteers will not be assessed nor eligible for transition benefits.

Cost-benefit analysis. The cost-benefit analysis will determine if JOBS will improve the economic well-being of participants and if it will reduce the cost of ADC, Medicaid, and food stamp benefits to Ohio and to the federal government. Costs will include the administrative costs and the extra costs of serving the treatment clients as compared to the controls. Savings will be derived from a comparison of ADC, Medicaid, and food stamp benefits for treatments versus controls. Additional savings are anticipated through increased tax payments and through the value of output accomplished by CWEP participants. Since program costs will be increased in the short term and benefits will accrue over a longer time frame, the analysis will project effects and costs into the future and will project rates of decay for the impacts.

Process analysis. The process analysis component of the evaluation will gauge the extent to which the process of implementation contributes to the achievement of the goals of the Fair Work and Work Choice programs. It is described in more detail in the next section of this chapter.

Qualitative analysis. The purpose of the qualitative analysis is to gain insight into the mechanisms by which the work programs affect individuals psychologically and behaviorally. The types of outcomes to be examined include motivation, aspiration, attitudes about self, locus of control, living arrangements, education, and effects on children. The analysis will be accomplished through two modes of data collection in selected demonstration counties. First, intensive case studies of clients will be conducted over a 36-month period. These clients will be moving into, through, and beyond the program and their attitudes and concerns will be monitored through telephone and in-person interviews. Second, focus groups will be held with cohorts of program leavers--with both positive and negative outcomes--to examine the process of leaving ADC and the effects of this event on feelings of self-esteem, locus of control, and occupational expectations.

3. Objectives of the Process Analysis

The process analysis has the following four objectives:

- To provide a general description of the activities that comprise the JOBS program
- To assemble and report annual performance data
- To relate county-by-county variation in performance to process or contextual factors

- To provide recommendations about how program improvements might by accomplished

Each of these objectives will be amplified in the following paragraphs.

In addition to evaluation, part of the purpose of the process analysis is to describe and document. Thus, part of the reports are being devoted to a description of program implementation. Information is being provided on the variation in how counties are staffing the work programs, on how the individual components are being operated, on how counties are cooperating or linking with external resources, and on how clients are perceiving the program. Counties differ along these dimensions systematically. For example, urban counties differ from rural counties. To the extent that such systematic differences do exist and affect program operations, they are being documented.

The purpose of assembling and analyzing performance data is to determine county-by-county variations and trends. The performance-related data, collected from the CRIS system, are being used to display and analyze information on participants by component, duration of activities, and employment outcomes.

The operation of the JOBS program in the 15 demonstration counties will be observed regularly, as will the operation of Work Choice in Montgomery County. In the counties that are visited, the observation of program components and gathering of information from various individuals will provide a base from which to begin to make inferences about the effects of various factors on performance. Because of the small sample sizes, these inferences will not be testable in a statistical sense without further data, however.

In the parlance of evaluation, the process analysis will involve a formative as well as a summative evaluation. As various programs are observed and as county performance is related to causal factors, the key factors that would facilitate more effective program management in other counties--or even other states--will be distilled and reported.

II. LOCAL LEVEL OPERATION OF THE JOBS PROGRAM

The purpose of this chapter is to provide insights into the operation of the JOBS program at the local level. In this first annual report, the analysis pertains to county experiences that occurred in the early stages of implementation. It is based on site visits to the 15 demonstration counties in the first quarter of (calendar) 1989. The first section of the chapter consists of descriptions of each county program. To facilitate the presentation, these descriptions are presented in alphabetical order by county names and have a common format. Following the individual county descriptions, the second section of the chapter summarizes key program characteristics across all of the demonstration counties. The final section of the chapter discusses the question of how generalizable the demonstration counties are to the rest of Ohio.

Three significant facts should be borne in mind concerning the material presented. First of all, the information was gathered in a single site visit that took place early in the stages of implementation. Second, the study design called for this site visit to be of an introductory nature and so very little validation or cross-checking of the information was undertaken. Essentially, what is presented here is what was observed or told to site visitors. (Future visits will involve more indepth analyses and validation.) Third, whereas the focus of the evaluation is on ADC clients, the programs at the local level deal integratively with ADC, GA, and non-public assistance food stamp recipients.

A. Site Visit Summaries

The following subsections provide brief summaries of the evaluation team site visits to the individual counties in the demonstration. Each CDHS was visited just once, prior to this report, over the period December 1988 to March 1989. Each visit consisted of a series of semi-structured interviews with the Work Program Administrator, several program staff, the CDHS Director, an IMU supervisor, a CWEP site supervisor, a Job Club trainer, an E&T provider (if any), and a SEP employer (if any). Future site visits will involve interviews with other parties, such as clients and ex-clients, as well as reinterviews with some of the abovementioned positions.

Each of the county descriptions in the following sections has the same format. First, a general description of the county is provided that includes population characteristics, economic structure of the county, and ADC caseload. Next, the work program unit organization and size is given. Then summaries of how the components are operated are presented. These summaries are followed by data concerning participation rates. The site visits did not involve attempting to collect rigorous participation data

(because CRIS data for the entire state were to be analyzed). Rather the participation information provided in these descriptions reflect the observation or plans of the various JOBS program administrators. Where appropriate, we compare, in the text, these reports to the CRIS data analyzed in chapter 3. The last two sections of each county description are highly subjective. They present first, the results from asking JOBS program administrators about what they felt were going to be the most critical factors in determining program success, and second, the site visit teams' opinions about the county program are given.

1. Brown County (Site Visit: February 21, 1989)

Brown is located in Southwestern Ohio in the second tier of counties surrounding Cincinnati. It lies on the Ohio River to the east of Cincinnati. The population of the county in 1986 was 34,700, and its economy is largely rural-based. The largest employers in the county are Cincinnati Milacron, U.S. Shoe, and Mac Tool. Analysis of a number of socioeconomic indicators suggested that Brown was one of the counties most in "need" among the 15 demonstration counties. It was in the highest 20 percent of Ohio counties in terms of persons in poverty, unemployment rate (the January 1989 rate was 10.0 percent), and low educational attainment. Almost half (46.6%, to be precise) of its adult population had not attained a 12th grade education according to 1980 Census data. The county's monthly ADC caseload is approximately 600, of which around twenty percent are ADC-U cases.

The work program was a separate unit within the CDHS with a staff size of four (including the work program administrator). A fifth staff member was scheduled to begin work shortly after the site visit. The county was unique among the demonstration counties in that the administrator of the work program was also the CDHS director.

The program was operated, for the most part, by its own staff. Assessments are done internally and on an individual basis. They were estimated to last between 45 minutes to an hour and no formal testing was done. The program was contracting with Southern State Community College, which has a branch campus in Brown County, for Job Club. The college and the CDHS seemed to have established a good working relationship, which is significant because the agency had formerly contracted with JTPA for Job Club, and apparently, there had been considerable unhappiness with this arrangement from both sides.

For education and training, the program refers clients to several different providers, including Southern Hills Joint Vocational School (JVS), Southern State Community College, Manchester High School, and Chatfield College. Staff members in the work program unit seemed to emphasize education and training as a program philosophy and reported actively referring clients whenever it was possible and appropriate. They reported that 75

percent of ADC clients lack a high school diploma. Furthermore, staff felt that E&T was advantageous because of its limited cost to the CDHS. Up to the time of the site visit, the program had not paid any contract or service provision costs for clients that had been referred. (The program did offer to pay fees for the GED test, however). No SEP contracts had been instituted yet. The county was working with 32 CWEP sites.

The work program administrator estimated that, when the program got up to speed, the work program unit would complete approximately 40 ADC client assessments or reassessments per month. In the next chapter of this report, in table 3.3, we provide an estimate of the potential total ADC caseload for JOBS. Furthermore, the tables in the appendix provide data from CRIS, concerning the caseload size. These two sources of data can confirm the program's estimate of caseload and can allow us to assess how quickly the demonstration counties can process their backlog, i.e., active cases pending assessment. For Brown County, our estimate is about 260, and the CRIS data range between 270-330, so the work program should be able to easily handle the flow of applicants if they are able to achieve 40 assessments per month. The program had seemed to place considerable emphasis on getting assessments completed in the early stages of the program, we were told.[1] This was manifested in the reported high show rate for assessments--90%. The administrator further reported that show rates had been good for the components, as well.[2]

Considering the early stages of the program implementation, the work program administrator felt that the three most critical factors that would determine success or not were--

- o competency of work program staff,
- o cooperation from the Income Maintenance (IM) staff, and
- o community support (in terms of CWEP agreements and contracts for other components).

He had no particular suggestions about how program rules might be improved. Comments from staff members included suggestions that sanctions be more consistent and be used more often, and that there be more money for paying educational expenses.

The site visit team left the county feeling that this program seemed well on its way. A Job Club class with 8 participants had been completed and 30 individuals (including ADC, GA, and non-public assistance Food Stamps clients) were in E&T. A strength of the program was the Job Club at Southern Hills and, in particular, the trainer on staff there. The campus that offered the Job Club, however, was approximately 25 miles from the CDHS, which suggests that transportation barriers might limit participation. An issue

---

[1]Table 3.1, analyzed in the next chapter, indicates that Brown County had not entered any ADC cases into CRIS through June because of computer processing problems with its contractors.

[2]Again, not displayed in CRIS work program subsystem data.

that might also be problematic was that all of the staff had job duties outside of their work program responsibility, including the administrator of the work program.

2. Champaign County (Site visit: February 13, 1989)

Champaign is a rural county in the central western part of the state (due west of Columbus) with a population of about 34,000. The county's main economic base is agriculture, although it has employers in the electrical equipment, chemicals, paper, rubber and plastic, and fabricated metals sectors. A large number of individuals hold jobs in Springfield, the major city in an adjacent county. A few work at the Honda plant in Union County (also an adjacent county). The total ADC caseload in the county is approximately 400, of which about twenty percent are ADC-U cases.

The work program unit consisted of two individuals, the work program administrator and a clerical assistant. The unit was situated in the Ongoing IM Unit, and the work program administrator reported to that unit's supervisor, although it was clear that the CDHS Director took an interest in the program and was well aware of its progress.

The operation of the work program at the time of the site visit was closely linked to the local JTPA office. For instance, the work program and JTPA conducted a 3-day assessment procedure. On the first day, clients were given an orientation to work programs and JTPA and some testing was undertaken. On the second day, more tests were completed and, in the afternoon, the work program administrator and JTPA liaison jointly reviewed each client's application and developed recommendations for work program assignments. On the third day, both individuals met with each client to develop an employability plan and to complete the assignment process. The Job Club component was contracted to JTPA and classes were to be held at the JTPA offices.

Education and training were also through JTPA (although the work program administrator indicated that this may change) and was mainly comprised of adult basic or secondary education provided by High Point JVS. This school is located in an adjacent county, but was quite willing to offer classes "wherever the students are" and thus provided clients classroom instruction at the JTPA office in Champaign County. One or two clients had been referred into a Laubach literacy program. SEP was not yet underway at the time of the visit, but the CDHS and JTPA had developed a contract for JTPA to operate this component as well, and the contract was in the process of approval.[3]

The CDHS operates CWEP through 23 work sites. An interesting aspect of the CWEP program was that site supervisors filled out a

[3]Table 3.1 shows no SEP participants through June 30, 1989.

brief evaluation form concerning each CWEP participant each month when time sheets were returned to the CDHS. (A copy of this form comprises figure 5.1, which appears in chapter 5.) These evaluations could be used by clients as recommendations and proof of work experience when searching for employment.

Champaign County estimated that the total work program caseload would eventually reach a level of 200 ADC recipients. (Our estimate is 170, presented in table 3.3, and table A.6 shows 110-120.) The work program administrator's planned monthly assessment/reassessment rate for ADC clients was 30 cases. As with Brown County, this rate would seem to handle easily the backlog and flow of ADC clients. Up until the time of the site visit, however, the program had not been achieving anywhere near that rate because of very high "no show" rates. The examples that the work program administrator mentioned were that <u>two</u> clients showed up for a group orientation for which nine clients had been scheduled and, in another instance, <u>one of eight</u> showed up.

The three factors that the work program administrator felt were critical to her program's operation were as follows:

- Attitude of the community toward welfare clients
- Convincing at least some CWEP sites to hire workers that work out well; to date, they had seemed unwilling
- Transportation as a barrier

Being solely responsible for operating the program, the work program administrator indicated that she had had some difficulty in interpreting procedures. In particular, the child support calculation was a "nightmare" and the four types of E&T were difficult to work with.[4] She did indicate that she had networked with other county work program directors and felt that they had all been very helpful.

In the opinions of the site visitors, the interesting features of this county's program were the three-day assessment process (according to the Meritus report, Clark County also follows this model and presumably, its proximity was a factor explaining how Champaign came to follow the procedure) and the CWEP work site supervisor evaluations. The poor show rates for assessment indicate a problem that needs to be dealt with as soon as possible.

3. <u>Clermont County</u> (Site visit: February 16, 1989)

Clermont is an immediate suburb of Cincinnati located directly to its east. The population of this county was 141,000 in 1986 and the county has a large number of service industries

[4]The JOBS program made major changes and clarifications concerning E&T. It should be noted that the site visit was made prior to staff training in these procedures.

such as insurance, restaurants, retail trade establishments, gas stations, and hotels/motels that serve a commuting population. The largest employers in the county are Cincinnati Milacron, Ford, and Holiday Inn. The county's total ADC caseload is approximately 1900, of which over one-sixth are ADC-U cases. The JOBS program staff reported that most of the caseload resides in the southern half of the county which has a more depressed economy and lower-skilled work force than the (more suburban) northern and western portions of the county.

The work program unit is located in the IM Unit, and the work program administrator reports to the IM Supervisor. The program was short-staffed because of two recent resignations. There were only three staff, whereas the county's plan had anticipated a total of nine. The unit is organized into three subunits--assessment, CWEP and E&T. Job Club and SEP are contracted out.

Most of the operation of the program is conducted in-house. The assessment procedure is done on an individual basis and includes use of the Test of Adult Basic Education (TABE) locater test. The assessment procedure lasts 90 minutes on average. The work program unit operates its own Job Club, although one of the recent resignations had been the trainer. The philosophy of the Job Club program has been to follow strictly the Azrin technique and, indeed, the CDHS had paid to have two individuals trained in this technique. Similarly to Brown County, Clermont had previously contracted with JTPA to operate Job Club. Whereas Brown had discontinued that arrangement because of substantive disagreements, Clermont had found it simply too expensive.

In addition to Job Club, the work program handles its own E&T referrals and is planning to operate SEP.[5] The CDHS has arranged to work with nine different adult basic education sites in the public schools and was in the process of finalizing an agreement that would compensate the schools at a level of $1.00/client-contact hour to cover the additional recordkeeping costs. Staff indicated that E&T is an important emphasis of their program and wanted to soon link up with a JVS and postsecondary institutions. The county operated CWEP and worked with 45 sites.

The work program administrator indicated that the work program caseload would likely attain a level of around 1150, of which 700 would be ADC clients.[6] He reported that the program was close to full capacity in terms of monthly assessments. The most recent month's experience had been 56 ADC, 36 GA, and 5 NPA-FS assessments. (The CRIS data do not show this level of activity, however.) At this rate, then, it would take over 12 months to reach the planned caseload when reassessments are

---

[5]Table 3.1 indicates no SEP contacts through the end of June, however.

[6]Our estimate is 780 and the CRIS data show between 710-720.

factored in. The agency had been tracking "no-shows" and reported that about 70 percent of clients showed up for assessments.

As far as the work program administrator was concerned, the three critical factors for his program were--

- o the quality of the program components,
- o identification of clients who want to help themselves, and
- o interagency cooperation and coordination to provide a comprehensive set of services.

In terms of suggestions for programmatic improvements, the work program administrator felt that there needed to be more incentives for clients, that is, the $25 allowance was not enough of an incentive. He also felt that the needs allowance to overcome barriers should be increased. For example, he questioned whether $200 would be adequate to repair a vehicle.

In our opinion, this program had a very organized and competent administrator, who enjoyed a high level of support from the CDHS director. The program staff felt that they had pressed hard to achieve a high number of assessments. Maintaining totally individualized assessments and the length of the assessments seem to be working against them, however.

4. Franklin County (Site visit: March 30, 1989)

The second largest county in Ohio, Franklin is by far the largest county in the demonstration. Its 1986 population was 907,000. With the state government and a large university, the county has a relatively recession-proof economy. Employment is mainly concentrated in service industries with large employers including the State of Ohio, Ohio State University, Nationwide Insurance Company, and Wendy's International. The unemployment rate in 1988 averaged 4.4 percent. The total ADC caseload in this metropolitan county is approximately 20,000 cases, of which around 5 percent are ADC-U cases. It has the second lowest ratio of ADC-U to ADC cases in the entire state (Hamilton County had a slightly lower ratio). Recall that Franklin County is operating the JOBS program for ADC-U cases only, however. In effect, therefore, it is working from a base of around 1,000 cases.

The Work Program Unit was located in Social Services and the administrator reported directly to the CDHS Deputy Director of Social Services. At the time of the visit, the unit was just in the process of moving to new space in a separate building from the CDHS. The unit had 19 staff members, of which 5 were clerical staff. The unit had three subunits--assessment, CWEP, and Job Club/E&T. SEP was not planned for several months, at the earliest.

As of the date of the site visit, the program had not assessed a single ADC client. However, the unit had plans to send out a mass mailing and to try to quickly catch up.[7] The work program administrator felt that the major reason for the delay in processing ADC clients had been the expectation that a new version of the CRIS system (CRIS-E) would be implemented in the county, but the implementation of CRIS-E had been delayed. She felt that the forms and paperwork requirements of CRIS-E would be quite different from those required with CRIS and so it would be duplicative and inefficient to operate with CRIS if CRIS-E were imminent. However, the program had just decided it could not afford to wait any longer at the time of the site visit.

The assessment process in the Franklin County included a 20-25 minute group orientation followed by individual interviews to complete the employability plan. The program's intent was to operate its own Job Club. Indeed, part of the new space that had been recently leased had been designed to accommodate two separate job clubs. Operations of the Job Club were scheduled to commence in the month following the site visit. The unit was planning to handle E&T referrals internally as well. Surprising to the site visitors was a relatively low emphasis on E&T. To date, for the GA clients that had been processed, the director of the program noted that any clients that had been interested in training "had been able to find their own training."

CWEP was fully operational for participants and the program was working with 192 sites. The county had opted to diminish program emphasis on CWEP and so it was not actively seeking to expand that number of sites. However, staff indicated that all new clients were assigned initially to CWEP.

Although no ADC clients had been assessed yet, the program was planning to operate at a caseload of about 800 ADC-U participants. They were currently scheduling 50-100 ADC-U clients for assessment every month, but they reported that only about 50 percent of clients showed up for assessment. To achieve the planned caseload size, it seemed clear to the site visiting team that Franklin will have to increase its flow of assessments. This is particularly true when the county begins to undertake reassessments down the road a few months.

For this administrator, the three critical factors that might shape her program's success were as follows:

- Recruiting employers
- Maintaining program integrity and staying credible with both clients and employers (i.e., not overpromising or underdelivering)
- Strong economy

---

[7]The appendix table shows that the Franklin County JOBS ADC caseload was over 100 clients in May and over 120 in June.

Some suggested improvements for the program were to set up a mechanism to use CWEP placements in for-profit firms in the private sector and to bring more funding to the program to support long-term technical training.

The site visitors felt that this program had had an extremely slow start as far as ADC participants were concerned. The CRIS-E delay and acquisition and move to new space had caused significant delays. To her credit, the administrator's interest in more funding for longer-term training and deemphasis on CWEP seemed to coincide with the (new) directions of the JOBS program. However, these emphases seemed incongruent with the program experience to date wherein clients had been finding their own training programs and all clients had been assigned to CWEP.

5. Lake County (Site visit: March 2, 1989)

Located in northeast Ohio, Lake is a suburb of Cleveland and immediately adjacent to it. Lake County lies on the shores of Lake Erie to the north and east of Cleveland. It is by far and away the most affluent of the counties in the demonstration. Its 1985 per capita income level of almost $11,600 was the third highest in the state and exceeded the per capita income of Perry County, the lowest ranking county in the demonstration, by almost $4000. Its 1979 poverty rate of 4.0 percent was the lowest in the entire state. A large county, its population was 213,800 in 1986. A large share of its work force is employed in Cuyahoga County (Cleveland) or in other nearby counties such as Summit or Mahoning. However, the county reported having large employers in both manufacturing and retail and wholesale trade. The ADC caseload in this county is approximately 1600, of which about 15 percent are ADC-U cases.

The work program staff was very small, given the size of the county and expected caseload, because the program philosophy had been to contract services to external providers as much as possible. Only three staff were in the unit which was housed in the IM unit. The administrator reported to the supervisor of the IMU.

Lake was the only county in the demonstration to contract assessments, which it did through JTPA. (As described above, Champaign assessed clients jointly with a JTPA staff member.) The assessments were done on an individual basis and were reported to last about one hour. The JTPA counselor takes a work experience and education history from each client and administers a reading test. If appropriate, clients are referred by JTPA to OBES for GED or literacy testing. Together, the JTPA counselor and client develop an employability development plan that is sent back to the work program for approval. The cost to the CDHS for each assessment was $105.

The Job Club component was also operated by JTPA. This program was unique among the demonstration counties as well in

that it was an individualized job club approach. Job placement counselors met individually with participants and set a strategy and goals on a one-on-one basis. The program was operated this way because it was felt that clients were too widely dispersed in their job searching ability and that classroom training could not be pitched appropriately to all participants at the same time. The cost to the CDHS for Job Club was $144/client.

E&T was also contracted to JTPA. Most E&T referrals were for adult basic education that was provided at one of three centers in the county, depending on where the client resided. CWEP was handled entirely by the work program. The county had 18 sponsors with 55 sites, but were only using about 6 sponsors each month.

The program projected a total work program caseload of about 1550, of which 700 would be ADC recipients.[8] Its goal was to achieve 60 assessments per month across all categories of clients, (by pro-rating, this would be 27 ADC clients, which indicates that it would take well over two years to reduce the county's backlog). The program had so far experienced about a 40 percent "no show" rate for assessment, although the rate was thought to be considerably higher for GA clients than ADC clients. The program's most recent experience at the time of the site visit was to refer five ADC clients to JTPA for assessment, of whom only two showed up.

The only factor that the work program administrator mentioned that would be critical to her program's success was whether staff correctly followed the manual and program rules. Staff felt that sanctions needed to be used more often to show clients that "we mean business."

The site visitors observed that this program clearly felt that the local JTPA operation was the best option for service provision and contracted most components to them. The individualized Job Club seemed innovative--almost giving each client their own occupational counselor. However, the lack of classroom training and interaction among job club members would seem to be a drawback. The projected rate of monthly assessments did not seem adequate to "catch up" to the ADC caseload. This is particularly true when reassessments are considered. Lake will need to adjust its current procedure of contracting for assessments because of the JOBS requirement that the CDHS inform clients of their rights and responsibilities and make program assignments.

6. Lawrence County (Site visit: February 28, 1989)

Ohio's southernmost county, Lawrence is bordered virtually on three sides by the Ohio River. Like many of Ohio's southern counties, Lawrence is extremely depressed economically. Its

[8]Our estimate for Lake County is a total of 640 ADC cases. The June JOBS ADC caseload was only 22 (see table A.17).

population of 62,700 places it about in the middle of the demonstration counties in size. However, its ADC recipiency rate, per capita income, poverty rate, and percentage of adult population without a 12th grade education were all in the highest quintile for the state. Over 12 percent of the county's population were ADC recipients and over 42 percent of the adults in the county lacked a high school diploma. The ADC caseload in Lawrence County is about 2500, of which about 30 percent are ADC-U cases. This is a high proportion of ADC-U cases relative to other counties.

The work program unit was organizationally situated in the IM unit and the administrator reported to the IM Administrator. It was physically situated in a newly leased and remodeled building separate from the remainder of the CDHS. The program has nine staff members, including two clerical workers and two drivers. The program had gotten off to what it felt was a slow start caused by several factors--the recent death of a key administrator, leasing and moving into new facilities, and lack of a computer. Prior to the site visit, it had been concentrating on GA clients, but it was just about to start processing ADC cases.[9]

Assessments were done by work program staff. They consisted of a group orientation of 30-40 minutes followed by individual assessments that lasted 15-20 minutes. No testing was undertaken, although if an assessment worker was suspicious that a literacy problem was being covered up, they asked the client to read some paragraphs from the in-processing forms. In the assignment process, the work program decided to "push" the attainment of GEDs, with some apparent success. At the time of the site visit, the county had an E&T caseload of almost 150. Most of these referrals had been for adult basic education; all of them had been GA clients.

The work program contracts with JTPA for Job Club. While it was too soon to tell for its JOBS clients, Lawrence reported that the JTPA program overall was averaging a 62% placement rate. The contract was performance-based with a maximum payment of $375/client if an unsubsidized job was attained. Lawrence County also wished to contract with JTPA for SEP. The contract for SEP had been written and was in the signature process.[10]

The work program operated CWEP and worked with about 60 sites. The staff reported that they were about to embark on an effort to review all of the CWEP assignments and look for "stars," and get them transferred into other program components, if possible. (Hamilton County was also pursuing this activity.) The theory behind this review is that the work program staff only come

[9]By May and June, its JOBS ADC caseload was over 200 (see table A.18).

[10]As of June, Lawrence and Trumbull were the only counties among the 13 demonstration counties without prior programs to have any SEP contracts.

to be aware of problem situations, and that a large number of individuals that are assigned to CWEP perform their duties without problem and, essentially, get lost in the system.

The administrator of the work program projected the total caseload to reach a level of about 2180. This includes GA and ADC, but excludes non-PA Food Stamps. (Our estimate of the potential ADC caseload is 1,300 and CRIS data show 1,345.) Their experience to date in terms of client flow had been to send out 180 appointment letters/month and to get 65-70% of the clients to show up. The county would need to continue this rate for over a year to achieve their full caseload.

The administrator felt that the most critical factors that his program faced were--

- o availability of good jobs for clients,
- o cooperation and coordination with local E&T providers and JTPA, in particular.

In discussing the availability of good jobs, the staff noted that several new employers had or were about to enter the community. However, particularly in the retail sector, the experience had been that new employers were hiring at close to minimum wage and were offering 30 hour/week jobs so as to avoid paying benefits.

In the opinion of the evaluators, this program had gotten off to a slow start, particularly for ADC clients; however, it had either accomplished or planned some noteworthy activities. For example, the review of CWEP assignees was distinctive. As another example, the agency had contracted with a group of faculty at the local branch campus of Ohio University for interview training. The new facilities for the work program seemed quite nice, although the site visitors got mixed opinions from staff as to whether the physical separation from the IM unit was problematic in terms of communication. With the economic difficulties in the county and new employers hiring on a less than full-time basis, it is not clear how much success JOBS <u>can</u> achieve, however.

7. <u>Montgomery County</u> (Site visit: February 23, 1989)

Montgomery, which includes the city of Dayton, is a metropolitan county with a population of 566,300, the fourth largest in the state. It is located in the southwestern portion of the state. In many respects, this county resembles Franklin County--both have relatively low unemployment rates, similar poverty rates, similar rates of minority population, and a relatively small share of the population with less than a 12th grade education. The economic base of the county is also similar to Franklin, with a large share of the work force in the public and service sectors. The three largest employers are Wright-Patterson Air Force Base, NCR, and the city and county government. The ADC

caseload in Montgomery County is approximately 13,000 of which only about 5 percent are ADC-U cases.

As stated above, Montgomery County is the only county to have implemented Work Choice. The work program unit is located in the Social Services Division and the administrator formally reports to the Director of Social Services. However, the administrator of the work program unit is very well-respected in the CDHS and has great autonomy. The 15 staff of the program were specialized and there were subunits that performed assessments, were responsible for CWEP, and were responsible for SEP and special projects.

The assessments in Montgomery County consist of a one-hour group orientation followed by a 20-45 minute individual assessment. No testing is undertaken. For Fair Work, the orientation is a standard presentation of rights and responsibilities, program components, and work allowances and other benefits. For Work Choice, on the other hand, program staff reported that there is much more of an effort made to encourage clients to volunteer. (All treatment clients who were not otherwise exempt were required to come to the orientation. Child care was provided for that orientation. At the end of the orientation, the clients were asked if they wished to volunteer. If not, they were dismissed. If so, they then were assessed individually.)

Job Club had previously been offered in-house (recall that this program had been in existence for GA clients and for a limited subset of Fair Work clients prior to 1989). The agency had been disappointed in participation levels and had decided to contract for Job Club. They currently had four different providers, and while the evidence was preliminary, it appeared as if the show rates increased compared to their own Job Club. The providers were OBES, Goodwill Industries, Miami-Jacobs College, and JTPA. All of the contracts were performance-based.

Montgomery County was unique among the demonstration counties in terms of its success with direct job placement. Through performance-based contracts with OBES and Goodwill Industries, the program reported that they were achieving upwards of 25% of their caseload in unsubsidized jobs. Both contracts were tied to retention of the job; OBES was compensated $700 for a full-time employment situation that lasted 30 days and Goodwill was compensated $900 for a 60-day retention period.[11]

Most of the E&T services that clients were enrolled in were adult basic education classes either in the public schools or through JTPA. The latter provider also referred individuals into skill training, if appropriate. For extreme literacy problems, the program indicated that their tendency would be to place the

[11]Table 3.1 shows that, on average, 131 clients in Montgomery County are in unsubsidized jobs in a given month out of an "active" caseload of about 1,100 (doesn't count pending assessment).

individual into CWEP and strongly encourage the individual to take advantage of the literacy programs available locally.

Montgomery County had a small number of SEP contracts, but felt this was a component that was not working as well as they would have desired. They had previously contracted this component, but were bringing it in house as well as placing more managerial emphasis on it. Montgomery is another county that is attempting to deemphasize CWEP. They currently work with 116 sites and were trying to develop these and other sites into direct jobs.

They had projected that a total of 6800 individuals would be mandatory (Fair Work) participants and that a maximum of 3300 (treatment) clients would be eligible to volunteer for Work Choice. The plan that the CDHS had submitted to ODHS projected a total of 320 participants in Work Choice in the first 6 months of 1989. The agency shared with us a number of monthly summary reports on show rates and participation. For example, in February 1989, the agency reported that 341 ADC and 83 ADC-U cases were scheduled for assessment under Fair Work (the mandatory program). For the month, 124 ADC and 27 ADCU clients actually showed. This represents a show rate of about 36 percent (we got a copy of the April report and it had comparable figure of 33 percent). The February report showed that 131 clients were exempted or excused during the month. It is difficult to factor this data into the show rate calculation because some of these clients would have been scheduled in January and some of the February clients would receive exemptions or excused assessments in March.

For Work Choice, the show rates were slightly higher. In February, 199 clients were scheduled and 105 were assessed for a show rate of 53 percent (in April, the comparable figure was 52 percent). The participation rates for Work Choice (the share of individuals that do show and then volunteer to participate) were 57 percent, 47 percent, and 49 percent in February, March, and April, respectively.

For this program administrator, the three key factors for success were as follows:

- Maintaining effective leadership within her own unit
- Having a high quality staff, particularly assessment workers
- Support of the local community (particularly employers and political leaders) to get positive public relations

The site observers felt that Montgomery County stands apart from the other demonstration counties in a number of ways. First and foremost, perhaps, is the fact that it is operating Work Choice. Thus, it was the first county in the entire state to work with ADC clients with young children. In this respect, it did not have a network of other counties to talk to, share problems with, and borrow programmatic approaches for this target population.

Second, Montgomery County differed from the other counties in its unsubsidized employment contracts. This strategy had served 1,000 clients since the work program's inception in the county (of course, many of these clients were GA or non-PA Food Stamps clients). Third, Montgomery County differs from the other counties in the demonstration because it had an operating program prior to January 1, 1989. (It shares this distinction with Stark County, of course.)

Our review of the Montgomery County program revealed a highly capable work program administrator who enjoyed considerable support within the CDHS. As discussed above, the program had a successful direct job placement component. It also had a handful of SEP contracts already in place. In analyzing participation in the program, we suspect that the current and projected flow of assessments is not going to keep abreast of the demand given the large backlog of required participants and flows of new applicants and redeterminations. Also, as will be demonstrated below, the work program has a very high level of cases per work program unit staff member indicating that it is understaffed.

8. Perry County (Site visit: March 8, 1989)

Located in south central Ohio, Perry is a rural county that has suffered much economic distress in recent years. The county's 1986 population was 31,800. In 1979, the county's poverty rate was 12.5 percent and 39.1 percent of its adult population had not completed the twelfth grade. With the lowest per capita income of any of the demonstration counties, Perry clearly had great income maintenance needs to meet and limited funds for other services. ADC is apparently meeting at least some of these needs, since the ADC recipiency rate is a little over 5.5 percent, placing it in the highest quintile of the state for this statistic. The total ADC caseload in the county is approximately 850, of which about a quarter are ADC-U cases. The economic base in Perry County is agricultural and the county has a substantial number of residents who work either in Newark or Lancaster, both located in adjacent counties. The major employers in the county are Peabody Coal, ITT Higbe, and PCC Airfoils.

The work program unit consists of seven individuals organized as a separate unit in the CDHS. The administrator of the program reports to the Assistant Director of the agency. The staff handle all components of the program except Job Club, which is contracted to JTPA. The assessment process consists of a group orientation that lasts about 30-45 minutes followed by an individual assessment of about 45 minutes. The county showed a videotape presentation during the orientation. Interestingly, the county had extracted just a few questions from the TABE Locater test and administered them to all clients. (They reported that this strategy was followed because it did not involve major testing, but was able to ferret out literacy problems.)

The program was placing a great deal of emphasis on E&T and had enrolled individuals into basic education as well as skill training. Much of the E&T was being provided by Hocking Tech and Tri-Valley JVS in Nelsonville, located about 30 miles from the CDHS. About three-quarters of the clients were in ABE and the other quarter in vocational training. The Job Club was contracted to JTPA, although at the time of the site visit, it had been suspended because the CDHS lacked the funds to continue that component. (It was planning to assign individuals to Job Club as soon as the next fiscal year started.)[12] The contract was performance-based at a maximum rate of $325/client. This rate was set assuming a 65 percent success rate.

No SEP contracts had been initiated, but the county had been recently attempting to develop them and/or unsubsidized jobs with a large employer in Newark. The work program had 40 to 45 CWEP work sites.

The work program administrator guessed that approximately half of the ADC caseload would ultimately be included in the work program caseload implying that that caseload would approximate 450-500 per month. Our estimate is 420 and the CRIS data give a range of 350-390. The site visitor was given a report that showed a total of 289 participants had been assessed through the first two months of the program (however, the report did not show ADC as a separate category). A rough approximation would suggest that a quarter of these would have been ADC cases. If so, at this rate, it could take the agency about 12 months to catch up with its backlog. The program's estimated show rate for assessments was 75-80 percent. It attributed this high rate to the fact that, in the county, the IM Unit has a reputation of being fairly strict.

The three factors that were suggested as key to the success of the program in Perry County were as follows:

- Overcoming transportation barriers
- Adequate child care resources
- E&T

Among the suggestions for improvement offered by staff in this county were increasing the work allowance to better cover gasoline expenses, making sanctions consistent, and more training, particularly for IM workers. The staff suggested that perhaps a mentoring system could be established between a county that had already implemented the program and new counties in order to facilitate training.

The site visitor impressions of this county included the observation that it seemed to be "ahead" of most of the other

[12]The appendix table shows that ADC clients were not enrolled in Job Club in March through May, but did show up again in CRIS in June.

counties in the demonstration. It had developed a videotape for orientation purposes, it had used an abbreviated achievement test at assessment, and it had monthly status reports that showed the caseload by component and characteristics of the clients. Transportation, particularly for E&T, is a major problem to be resolved here.

9. Pickaway County (Site visit: December 22, 1988)

Pickaway County is located in central Ohio, adjacent to and south of Franklin county. The Pickaway County Department of Human Services was visited prior to program implementation. Pickaway is a rural county with a population of approximately 45,000. However, the county does have considerable industrial development plus a number of residents work in Franklin County. Large employers in the county include DuPont (1,450 employees), Reynolds Aluminum (300), and PPG (210). Its per capita income of approximately $9,000 (in 1985) placed it among the highest of the state's rural counties. The ADC caseload in the county is approximately 700, of which ADC-U cases account for about 20 percent.

The plan in this county was to operate the work program as a separate unit and the administrator of the program was to report to the CDHS Director. Interestingly, the work program administrator's job title was IM Supervisor and she indicated that she wanted to retain that title--an indicator of the fact that she felt that the work program may be temporary (although the site visitors did not get any indication of less than full belief in or support of the work program objectives). The unit consisted of 4 individuals.

One of the staff members conducted assessments, which were done on an individual basis. Prior to Fair Work, assessments had been completed in the Social Services Unit of the CDHS (for GA and FSET participants). The program placed considerable emphasis on the Job Club component, which was contracted to JTPA. This particular Job Club reportedly had been recognized as the state's leading performer within the JTPA system.[13] Plans had not been finalized for E&T services at the time of the visit, although staff felt that the emphasis here would be on literacy in addition to ABE. SEP was not going to be started for many months. The delay in starting SEP was primarily motivated by a desire to not be perceived by JTPA as a competitor. The CDHS Director was somewhat more anxious to initiate SEP contracting. At the time of the site visit, the program was working with 29 CWEP sites.

Since the site visit occurred prior to implementation, no information was gathered concerning assessments/month or show rates. Table 3.3 estimates a potential ADC caseload of 330.

---

[13]On average, Pickaway assigned 5 ADC cases per month to the Job Club between February and June. See appendix table A.26.

The work program administrator felt that the three critical factors for her program were--

- o quality of assessments,
- o community support, and
- o getting CWEP sites to hire some assignees.

Among programmatic suggestions for improvement were allowing the sites to schedule CWEP hours, making FSET and Fair Work consistent, and providing more training opportunities.

The site visitors' assessment of this program was greatly influenced by the facts that this was the first of the demonstration counties to be visited and that the visit preceded the implementation of the program in order to provide a final pre-test of the interview forms and protocols. It seemed to us that the program was well organized--the staff seemed comfortable in their expectations about what would happen when the program commenced and forms and paperwork flow were in hand. We felt that E&T plans should have been further developed and there seemed to be a tenuous relationship with JTPA, however.

10. Richland County (Site visit: March 9, 1989)

This county is located in the Northeast quadrant of the state. The city of Mansfield is in this county and with a population of just over 128,000, the county is exactly in the middle of the 15 demonstration counties in terms of population. The major employers in Richland County are Empire-Detroit Steel, Fisher Body, Ideal Electric and Manufacturing, Ohio Steel Tube, and Mansfield Products. Note the dominance of manufacturing here. The CDHS Director felt that a large portion of the ADC caseload stemmed from undereducation and from the closings of several large manufacturing plants since 1980. The county had lost about 2,400 individuals in population over that time frame, among the lowest quintile in population change in the state (the highest quintile of population loss). The ADC caseload in Richland County was approximately 2,200--about 15 percent were ADC-U cases.

The Work Program was operated as a separate unit and, in fact, was about to move into a separate building from the main CDHS. The program philosophy was to portray a complete separation from the income maintenance system. The unit consisted of 10 staff members.

As with other larger counties, Richland conducted a group orientation as part of the assessment process followed by individual interviews. The group orientation usually lasted about 45 minutes and the work program always attempted to have a "guest" speaker to provide some motivation, e.g., the JTPA Job Club Coach, an employer, or someone from the schools. The Job Club component was contracted to JTPA at a cost of about $350 per client. The contract was not explicitly performance-based, but rather a

blanket contract for services for up to 100 clients had been negotiated.

The agency worked with several different E&T providers. Basic literacy training was done through the ABE classes offered by the Mansfield city school system. The county (not the CDHS) had organized a Human Resource Bureau and the work program referred individuals to that agency where they were placed into appropriate adult basic or secondary education, if needed. The work program had some clients in vocational training programs, and even 3 clients in postsecondary programs. The program was currently in the midst of a disagreement with the city school system over reimbursement for additional record keeping costs necessitated by JOBS. The schools wanted $1.75/client-hour. The CDHS did not want to pay anything.

The work program reported that they had delayed implementation of SEP because of preparations for Project Learn. In their planning, they had considered working with JTPA on SEP, but had ultimately decided to administer it in-house. Finally, the work program was working with 50 sites for its CWEP assignments.

In their planning, the work program had calculated that their total work program caseload (including GA and FSET) would be approximately 1,900. (The site visitor's estimate of the ADC share would be less than 50 percent of this--850; table A.29 shows between 700-850.) At the time of the site visit, they were assessing clients at a rate of 60/week, but with recent hires, the JOBS program administrator felt that the program would soon be operating at triple that rate, or 180 clients/week. Even at the smaller number, the agency was ahead of other counties in terms of how quickly they would get through their backlog.[14] Up until the time of the site visit, the agency had tracked a show rate of 66 percent for assessments.

The work program administrator felt that the following three factors were key for her program's success:

- o A successful special projects unit (not planned for this calendar year, however)
- o SEP
- o Coordination/linkages with other local agencies

A programmatic concern of the staff at this agency was the inconsistent Federal regulations governing sanctions across programs. In fact, one staff member found it troubling that if an ADC case is sanctioned, that case's food stamps benefits could rise.

The site visitor's opinions about this program were quite positive. It was running smoothly at the time of the visit. The

[14]Indeed, the caseload in the "pending assessment" status fell from 833 to 375 between January and June as shown in the appendix to this report.

work program administrator was quite competent and seemed to enjoy a high level of support from the CDHS director. From our brief observation of the Job Club class, it appeared as if the particular coach we observed was extremely competent and successful. The agency reported that it felt under pressure to succeed because it had not been originally selected to participate in Transitions to Independence in 1989, but had successfully sought to be included as a demonstration county.

11. Seneca County (Site visit: March 17, 1989)

Although not located very far from Richland County geographically and similar to Richland economically, the Seneca County work program appeared to be on an extremely different and slower implementation track. The population of Seneca County was a little over 60,000 in 1986. It has an agricultural sector in its economy, but also it has several large employers in manufacturing sectors: machinery, electrical equipment, primary metals, transportation equipment, and fabricated metals. In examining the demographic descriptors across all counties in the state, Seneca seems to be "average" in all respects. For population, population change, unemployment, poverty rates, minority population, educational attainment, and ADC recipiency rates, the county ranged between the 30th and 60th percentile in the state. Its ADC caseload is slightly under 900, of which 20 percent are ADC-U cases.

The work program unit is operated within the Income Maintenance Unit. It has a staff of three--a part-time administrator, and two ES Interviewers who are also responsible for the entire GA caseload. The staff handled assessments and CWEP and referred clients to JTPA for the other components. The assessment process consisted of a group orientation of about 20 minutes and then individual assessments that ranged from 15-45 minutes. No testing was undertaken. Because of space constraints, assessments only took place one day a week--on Fridays.

JTPA operated a four-week Job Club that the work program contracted for on a performance-based funding basis. As mentioned, JTPA also handles E&T referrals. This arrangement is in the form of a verbal agreement--no formal contract. The work program indicated that they currently had clients enrolled in ABE and ESL classes at local JVSs, clients in BVR training, as well as Project Learn referrals. The work program anticipated six SEP contracts, arranged by JTPA, by June 30, 1989. All six were to have been arranged as the result of JTPA job development activities. The agency worked with 50 CWEP sites--not all active at the time of the site visit, however.

Participation seemed to be somewhat of a problem for Seneca. They reported show rates of about 50 percent for assessments, although they experienced (slightly) higher rates for ADC clients.

On the day of our site visit, eight people had been scheduled for assessment, but only three showed. None of the scheduled clients were ADC, however.

The work program administrator felt that the factors that were key to the success of the work program in her county were--

- o the attitude of the staff in the CDHS toward the program (IM had to promote it and provide good information to clients about it),
- o community support, and
- o linkages with JTPA/PIC.

The staff of the program did not have any particular suggestions for program improvement as they felt that they were too new at the game. The CDHS Director and the work program administrator felt that their allocation was not adequate to get the program off the ground, however.

Our impressions of this site were that they were being very thoughtful and deliberate about implementation (in a positive sense). There was concern about adequacy of resources and avoiding duplication (particularly with JTPA services). We did get the sense, however, that perhaps too much of an onus was being placed on resource inadequacy. After all, other agencies faced similar difficulties, and one would suspect that any income maintenance administrator would wish to have more money. Furthermore, the staff reported being overwhelmed by how far behind they were,[15] and yet they were only scheduling assessments for one day a week. Finally, none of the staff were full-time in the work program unit.

12. Stark County (Site visit: March 23, 1989)

Along with Montgomery County, Stark was the only other demonstration county to have been operating a program for ADC recipients prior to this 1989. Stark is a metropolitan county (Canton) located in Northeast Ohio, with a 1986 population of 370,400. It has a fairly balanced economy with employment evenly distributed among manufacturing and services. The Ohio Labor Market Information County Profile for Stark County gives the following employment figures for 1987: agriculture, forestry, and fishing (903); mining (800); construction (5,904); manufacturing (42,608); transportation and public utilities (4,599); wholesale and retail trade (37,679); finance, insurance, and real estate (6,181); services (32,328); and government (32,040). The average monthly unemployment rate during 1988 was 6.6 percent, which exceeded the state's average of 6.0 percent. The ADC caseload in Stark County is approximately 7,000, of which about 15 percent are ADC-U cases.

[15]The CRIS data show no ADC activity through June 1989 because of a problem with data entry. The backlog of cases pending assessment hovered around 300 between January and June. Our estimate of total ADC caseload is even higher--about 390.

The work program is a separate unit within the CDHS and its administrator reports directly to the CDHS Director. In addition to the "normal" work program components, the unit also administers the Ohio Home-Health Aides (OHHA) program. Not counting OHHA, the agency's table of organization shows 47 slots for the work program, of which 36 were filled at the time of the site visit. There are five units within the program--Data Management/ Reception, Assessment, CWEP, Job Club/SEP/Job Development, and Education/Training/WIN/IM Coordination.

Stark operates all of its programs in-house. The assessment process involves a group orientation that lasts about 15-20 minutes, followed by an individual assessment that was reported to last, on average, less than 20 minutes. Although not in operation at the time of the site visit, the agency planned to develop a videotape presentation for the group orientation. The unit's plans for the Job Club component were to operate three sessions simultaneously with heterogeneous groups (i.e., mixing GA, ADC, ADC-U, and FSET clients). The agency has four trainers on staff, and their plan is to rotate responsibility for the Job Clubs. The fourth individual, who is not currently coaching, would be working on job development. The Job Club unit also handles SEP placements and at the time of the site visit, there were 11 contracts in place (2 were with the CDHS itself).[16]

The work program places emphasis on E&T in their assignments. They are currently working with the city school systems in the county and have referred many clients to ABE classes. The city schools were reported to administer considerable testing, and few clients had been enrolled into basic literacy classes; a few others were receiving vocational training. In addition, the agency works with Stark Tech for postsecondary technical training.

Finally, the agency was working with about 112 CWEP sites. It had had some success in getting sites to hire assignees. In particular, the site visitors interviewed an employer that had a very positive experience with a CWEP worker and had hired that individual with a SEP contract.

When asked about participation and caseloads, the work program administrator referred to a report of activity for the prior month. A total of 280 individual assessments had been scheduled, of which 77 were ADC Clients. A total of 113 individuals showed (40.4 percent); however, the report did not provide data on how many of the individuals that showed up were ADC clients. When fully up to speed, the agency was planning for a total ADC work program caseload of 2300.

---

[16]The appendix tables show that Stark County had 8 ADC clients in SEP regularly between February and June.

The three factors that the work program administrator felt were going to be key for her program's success were as follows:

- o Staff quality; the work program staff have to be motivated, people-oriented, and community-oriented
- o Keeping clients well-informed
- o IM linkages and interagency linkages

The site visitors left this site feeling that they had observed a very professional operation, although it appeared to be somewhat behind schedule in terms of assessments and had some participation problems. The work program had undertaken some seemingly small activities that it reported to have had large payoffs in terms of operations. First of all, it had previously contracted with JTPA to do Job Club, but the CDHS furnished the equipment for JTPA. This facilitated bringing the Job Club in-house. Second, the administrator reported that the agency had tried (successfully) to "over-monitor" client attendance and participation in the various components during the early stages of the program. They did this deliberately to send a message to potential clients that the work program would be serious about their expectations of clients. Third, the work program has established two positions to act as coordinators with the IM Unit.

13. Summit County (Site visit: February 14, 1989)

A metropolitan county in Northeast Ohio, Summit had a 1986 population of 507,800 (5th largest in the state). The major city in the county, Akron, has suffered serious economic problems with the decline of Goodyear as well as other manufacturing firms. While its economy is resurging somewhat in the service sectors, Summit had the largest population decline between 1980 and 1986 of any of the demonstration counties (2nd largest population loss in the state)--16,700. Like other urban counties in the state, Summit has a relatively large minority population, a high per capita income, and relatively high educational attainment. Its ADC caseload is about 11,600, with ADC-U cases being about 10 percent of the total.

At the time of the visit the work program unit was situated in Social Services and the work program administrator reported to the Deputy Director of Social Services. However, the particular individual holding the position of work program administrator was well-respected in the agency and seemed to have considerable autonomy. The office space for the program was newly renovated. Thirty-two individuals were on staff and they were divided into four subunits--assessment, Job Club, CWEP, and monitoring/tracking.

At the time of the site visit, the assessment process was done on an individual basis. The county was in the process of developing a video to be used in a group orientation session, however. The current procedure averaged about 60 minutes per

client and did not include any formal testing. The agency was in the process of initiating its own Job Club which it planned to operate in addition to contracting with JTPA. The JTPA Job Club was operated by Goodwill Industries.

Interestingly, Summit County placed only slight emphasis on education and training. Its plan assumed that only 10-15 percent of the assessed clients would be assigned to E&T. Given the JOBS emphasis on this component, this is an area in which Summit will have to make an adjustment. At the time of the site visit, the program reported working with a local high school and the University of Akron for ABE instruction.

The program did not have a SEP unit as such, but OHHA participants were under SEP contracts with the CDHS as the employer. A different unit in Social Services was administering OHHA. Summit seemed to place most program emphasis on CWEP. It was working with over 100 sites, some of which had dozens of assignees (e.g., a city parks department in the county requested upwards of 300 workers in the Spring and Fall for clean-up and leaf removal.) The change in regulations to having the program schedule CWEP was causing considerable adjustment here.

The work program planned to achieve a rate of 720 total assessments per month, of which maybe 40 percent would be ADC clients. They were experiencing a 50 percent show rate for assessments and felt constrained by room size. (They could only handle 15 clients at a time.) The work program administrator felt that ultimately the work program ADC caseload would be approximately 5300. (Our estimate is about 4,300 and the CRIS data show between 4,750-4,850.) No matter which estimate is best, this county will experience serious participation problems. If they achieved the planned rate of assessments, it would take more than 18 months to achieve the planned caseload level. Furthermore, the agency was nowhere near the planned assessment rate at the time of the site visit. Finally, note that the appendix table for Summit County shows very modest ADC client activity even through June.

The three factors that the work program administrator felt would be critical for her program were--

- o employer receptivity to clients and benefits available,
- o coordination with IM, and
- o linkages with community resources.

Staff members had many programmatic suggestions. They felt that extended benefits needed to be offered to (mandatory) participants, there needed to be more resources for financial support and more latitude for usage (to cover medical physical examinations, for example), and there needed to be more support for educational costs.

The site visiting team were greatly impressed with the facilities, staff, and administrator of this program. Furthermore, the

program seemed to enjoy the support of the CDHS Director. However, progress to date seems to be exceptionally slow. The agency had been delayed in staffing due to slow DAS approval of positions and internal agency problems in staff selection. However, those problems were resolved early in the year. Another explanation for slow progress may be an emphasis on serving GA clients. In a follow-up telephone conversation, the work program administrator indicated that the agency had concentrated on GA clients for a few weeks in order to place a large pool of CWEP workers at a site for work in the spring. Furthermore, it may be the case that the county is simply behind in completing its 6802 forms and thus the CRIS system does not fully reflect program activity. In any case, it is our opinion that low participation rates and slow ADC progress may become problematic for this agency.

14. Trumbull County (Site visit: March 1, 1989)

Like its neighbor Summit County, Trumbull County is an urban county in Northeast Ohio. Its major city is Warren and the overall county population in 1986 was 233,500. This county has been economically depressed since the steel mills closed several years ago. Its 1988 average unemployment rate of 7.4 percent was the highest among urban counties in the state and it had suffered a large loss in population since 1980 (about 3 percent). The economy does not seem to be transforming to services as the largest employers in the county are still in heavy manufacturing--General Motors, Packard Electric, LTV Steel, and Copperweld Steel. The agency's ADC caseload is approximately 4,700, about one-sixth of which are ADC-U cases.

The work program is located in the IM Unit had has a staff of 14. Somewhat puzzling to the site observer was the fact that the unit seemed to be comprised of two parallel units, each of which did assessments and administered components. In fact, two individuals held the job title of Work Program Supervisor. No explanation for this configuration was obtained. An aide conducts group orientation for the program, checks paperwork for accuracy, and answers questions in a session that generally takes 30-45 minutes. Individual assessments follow. At the time of the site visit, arrangements had been made with the local Board of Education to conduct a formal achievement test for all clients; the Board was going to use the WRAT.

The program is working with several E&T service providers including city schools, an area JVS, and JTPA. None of these arrangements were formalized in a contract, however. The Job Club was operated in-house. At the time of the site visit, only a single Job Club was operational, but the program planned to run two concurrently (a.m. and p.m.).

SEP was not operational yet, so the staff member whose responsibility was to be administering SEP had been working on

unsubsidized employment development and Job Club. Staff reported that ODHS had been mainly responsible for the delay in SEP because they had advised the agency that "SEP is so complicated," that they should go slow in implementation.

The program was working with 38 CWEP agencies and was actively soliciting more sites to accommodate women because it had found that the current sites had requested men.

The assessment of ADC clients had only recently begun and so the program was not sure of how large the ADC work program caseload would be. (Our estimate is 1,960 cases and the CRIS data range between 1,600-1,700.) They were planning to assess about 100 ADC clients per month and so far, the show rate for ADC recipients had been 90 percent. If the planned rate is achieved, the program will take perhaps two years to get through its backlog.[17]

The particular work program supervisor who was interviewed (recall that there are two) felt that critical to program success were--

- o quality of the staff,
- o presentation of the program to the community, and
- o training for service industry jobs.

Other staff in the agency felt that there were inadequate resources in the program. Also, they would like to stay better informed about the program and strongly urged that the state consider a newsletter.

The site visitors felt that this program was basically "on track" and that the IM Supervisor was particularly capable and interested in making the program work. The physical space for the program seemed ample, but it was poorly configured. The Job Club facility, in particular, was inadequate due to noise. The staff seemed undertrained and we felt that they did not get a sense of leadership from the work program supervisor(s).

15. Wyandot County (Site visit: February 9, 1989)

Wyandot is the smallest of the demonstration counties in population. Its 1986 county population was 22,600. Located in Central Ohio, it's largely an agricultural county. The largest employers in the county are Guardian Industries, A.O. Smith, Millington Plastics, and Liqui-box indicating that the county does have some industry. The ADC recipiency rate of just 1.0 percent is the third smallest in the state--the CDHS staff seemed to

[17]The tables in the appendix indicate that Trumbull had not achieved a rate of 100 ADC assessments per month as of June and were basically maintaining a stable level of individuals in the status of pending assessment.

attribute this to the fact that farm-related families tended not to apply for income assistance if and when they become eligible. The ADC caseload is approximately 150 cases, of which 25-30 percent are ADC-U.

The work program is located in the IM unit and consists of two individuals--an administrator and a clerical assistant. In effect, it is a "one-person show." The assessment interviews were done individually and took about an hour to complete. No testing was undertaken at the CDHS, but referrals to JTPA were all tested. JTPA operates the Job Club and most of the E&T component. The Job Club is operated on a performance-based contract with a maximum payment of $300/client.[18] The work program had chosen to work with JTPA on the E&T component because it had an established tracking system and the city schools were hesitant to undertake the additional reporting burden. Again, ODHS had advised this county to delay implementation of SEP. The program had 20 CWEP sites. An interesting aspect to this program was that the agency had decided that it was not going to let transportation barriers stand in its way, so it went so far as having staff providing transportation as they were going to and from work.

The agency was planning to schedule around 25 ADC clients per month for assessment, but it had assumed a 50 percent "show rate." The work program administrator had not calculated what the program's ultimate caseload would be. (Estimates suggest that it will be 50-75. The appendix table shows 15 in program components in June 1989.)

The three factors that the work program administrator felt would be critical were as follows:

- Client cooperation
- Employer involvement
- JTPA/CDHS cooperation

A suggestion that was made by one of the interviewees in this county was that the required hours calculation should include Food Stamps benefits.

Despite its slow start-up, the site observers felt that this program could be administered adequately. The work program administrator was very person-oriented, but seemed administratively inexperienced. The CDHS Director was enthusiastic about the program and was monitoring its progress. The agency's determination to provide transportation seemed laudatory, but we wonder if it will become burdensome. Finally, county staff cited several instances where they were dissatisfied with the level of support from ODHS, while state staff were dissatisfied with the rate of implementation in the county.

---

[18]The contract called for payments of $100 for Job Club enrollment and $200 for completion of the 8-week program. Note that payment is not hinged on employment.

B. Summary of Site Visit Data

The fifteen demonstration counties varied in their implementation of JOBS in many respects--amount of contracting, organization of staff, location in agency, and so forth. The purpose of this section is to summarize some of the key work program characteristics across all of the demonstration counties.

Table 2.1 lists the counties and their respective work program structures and size. The table shows that seven of the counties had housed the work program in the IM Unit, five had created separate units, and the remaining three had placed the unit in social services.

The column entitled "planned staff size" reports data from the plans that the counties submitted to ODHS prior to January 1, 1989. (Note that Montgomery and Stark did not submit a comparable plan because they were already up and running.) Comparing that column to "staff size" indicates how far along the agency had progressed in staffing the work program by the time of the site visit. In only two counties did there seem to be a significant lag--Clermont and Seneca.

The final column in the table exhibits a statistic meant to measure caseload size per staff member. Basically, an estimate of the total work program caseload (including non-PA food stamps and GA) was derived from total agency caseloads and that estimate was divided by the actual staff size. While this is a crude measure of "potential" caseload per worker (because of the estimation of caseload and because all staff are included in the denominator), the statistic did turn out to confirm roughly our subjective observations about staffing adequacy. These data range from about 90 to almost 450 clients. Agencies that do a lot of contracting, such as Lake and Seneca, would be expected to have higher ratios than agencies that do most of the program internally. Although it is not clear why it should be the case, the metro counties, except for Stark, all seem to have the highest caseload ratios. To the extent that this statistic is a valid indicator of caseload burden, this suggests that the metro counties are relatively understaffed.

Table 2.2 summarizes the orientation, assessment, and testing practices that were observed in the site visits.[19] The typical arrangement, particularly in the more populous counties, was to have a group orientation that lasted about 30-45 minutes followed

[19]General client orientation is formally a part of the assessment process. However, in practice and in this report, we distinguish between orientation and assessment. Orientation is typically a group process and is usually presented by a different staff member from the person who conducts the individualized assessment with the client.

TABLE 2.1

WORK PROGRAM LOCATION IN AGENCY, STRUCTURE, AND SIZE, BY COUNTY

County	Location in Agency	WP Administrator Reports to	Planned Staff Size	Staff Size	W.P. Case-load Per Staff (est.)
Brown	Separate Unit	WP Administrator is Director	4 (1 clerical)	3	136.3
Champaign	IM	Supervisor, On-going IM	3 (2 clerical)	2	144.0
Clermont	IM	IM Supervisor	10 (3 clerical)	4	300.3
Franklin	Social Services	Deputy Director, Social Services	20 (5 clerical)	21	362.9
Lake	IM	IM Administrator	3	3	432.0
Lawrence	IM	IM Administrator	10	9	270.7
Montgomery	Social Services	Director	-[a]	22	447.1
Perry	Separate Unit	Assistant Director	7 (3 clerical)	7	108.9
Pickaway	Separate Unit	Director	6 (1 clerical)	5	100.6
Richland	Separate Unit	Director	15 (3 clerical)	11	154.3
Seneca	IM	Director	9 (2 clerical)	3.5	207.1
Stark	Separate Unit	Director	-[a]	36	159.3
Summit	Social Services	Deputy Director, Social Services	33.5 (11.5 clerical)	33	342.3
Trumbull	IM	IM Administrator	14 (5 clerical)	14	301.9
Wyandot	IM	IM Administrator	3 (2 clerical)	2	88.5

[a]Not available because annual plan that was submitted differed in format from "new counties.

TABLE 2.2

ORIENTATION, ASSESSMENT, AND TESTING,
BY COUNTY AT TIME OF SITE VISIT

County	Orientation	Assessment	Testing
Brown	45 - 60 minutes		No
Champaign	3 day, joint w/JTPA		Yes
Clermont	90 minutes		TABE Locater
Franklin	15 - 25 minutes	20 - 45 minutes	No
Lake	Contracted		Yes
Lawrence	40 minutes	15 - 20 minutes	No
Montgomery	60 minutes	20 - 45 minutes	No
Perry	30 - 45 minutes (video)	45 minutes	Yes (4 questions from TABE)
Pickaway	60 minutes		No
Richland	45 minutes	30 minutes	No
Seneca	20 minutes	15 - 45 minutes	No
Stark	15 - 20 minutes (video planned)	15 - 20 minutes	No
Summit	60 minutes (video planned)		No
Trumbull	30 - 45 minutes	45 minutes	No
Wyandot	60 minutes		No

by individual assessments, in which employability development plans were finalized between the assessment worker and client. Only four of the counties used assessment testing on a regular basis, suggesting that the JOBS requirement of testing could cause a change in most county operations.

Table 2.3 summarizes the operations of the various program components and service providers. Finally table 2.4 summarizes the program administrators' assessments of the three critical factors for success. The factors mentioned most often were "interagency linkages" and "community support/attitudes." After those two, which were each mentioned about 6 times, the following were each mentioned by three administrators:

- o Quality of program staff
- o Employer receptivity
- o IM coordination/attitude
- o Assessment/assignment quality
- o Availability of jobs in the area

These factors show two interesting findings. First of all, no one single factor dominated the listings. This implies that work programs have to pay attention to many critical factors. Second, many of the factors are out of the control of the program. The work program is only partially responsible for interagency linkages, and can influence only slightly community and employer attitudes. Further, it has virtually no control over the availability of jobs. All in all, to the extent that these factors are indeed the critical ones, a work program unit could do an excellent job in administering the rules and regulations and dealings with clients and still not succeed, if external factors are not supportive.

C. The Demonstration Counties Relative to the State

Geographically, the 15 counties that comprise the demonstration appear to lie on a southwest-northeast diagonal of the state. Economically, they span a wide spectrum from affluent to depressed. They are also quite diverse in their population size and characteristics. Included are the state's second largest and seventh smallest counties in terms of population.

The main conclusion of an analysis of how well the demonstration counties represent the state as a whole is that the counties tend to slightly overrepresent metro counties, and therefore they differ from the average Ohio county in terms of characteristics that typically vary by whether a county is metropolitan or rural. These characteristics would include population ethnicity and ADC caseload characteristics. This means that care must be taken when generalizing the findings of this evaluation since it is likely to focus on issues that may tend to be associated with large county departments of human services.

TABLE 2.3

SUMMARY OF COMPONENTS, BY COUNTY

County	Job Club	E&T	SEP	CWEP
Brown	Southern State CC (previously JTPA)	Referrals to JVS, CC, High School	In-house, not started	In-house (32 sites)
Champaign	JTPA ($187/ participant)	ABE/literacy through JTPA	JTPA, not started	In-house (23 sites)
Clermont	In-house	9 ABE sites in public schools ($1.00/client hour)	In-house, not started	In-house (45 sites)
Franklin	In-house (plan to work w/OBES)	Not started yet, "clients are finding their own"	In-house, not started (plan: potentially JTPA)	In-house (192 sites)
Lake	JTPA ($144/ client)	JTPA ($80/ client)	JTPA, not started	In-house (18 sites)
Lawrence	JTPA	148 clients, all ABE in OU or public schools	JTPA, not started	In-house (60 sites)
Montgomery	OBES, Goodwill, Miami-Jacobs College, JTPA max: $325/ completion	Public schools: ABE and some vocational JTPA: ABE only	JTPA (plan: In-house)	In-house (116 sites)
Perry	JTPA max: $325/ completion	JTPA, mentioned ABE & vocational	Not started	In-house (45 sites)
Pickaway	JTPA	JVS?, not started	JTPA?, not started	In-house (29 sites)

TABLE 2.3 (Continued)

County	Job Club	E&T	SEP	CWEP
Richland	JTPA (plan to bring in-house) max: $350 completion	City public schools some JVS, some postsecondary (public schools want $1.75/client hour)	Not started	In-house (50 sites)
Seneca	JTPA	Referrals to JVS, BVR, public schools, JTPA	JTPA	In-house (50 sites)
Stark	In-house (previously JTPA)	3 school districts for ABE-total of 450 clients	In-house	In-house (112 sites)
Summit	In-house and JTPA (previously all JTPA)	Not developed yet	JTPA probably, not started (In-house: OH-HHA)	In-house (100+ sites)
Trumbull	In-house	Board of Education, JVS, JTPA	In-house	In-house (38 sites)
Wyandot	JTPA max: $300/ completion	JTPA, most (better tracking); city schools, rest	JTPA probably, not started	In-house (20 sites)

TABLE 2.4

CRITICAL FACTORS FOR SUCCESS

First Mentioned Factor	Second Mentioned Factor	Third Mentioned Factor
Employer receptivity to client and benefits available	Coordination with IM	Linkages with all community resources
Work program leadership	Quality of WP staff	Community support
Staff following the manual and regulations	--	--
Availability of jobs	Coordination/cooperation with E&T	--
Client cooperation	Employer involvement	JTPA/CDHS coordination
Competency of the staff	Cooperation from IM staff	Community support via CWEP contracts and other components
IM positive attitude; selling program to clients	Community support and attitudes toward clients	Linkages with JTPA/PIC
Availability of decent jobs	Keeping paperwork to minimum	Adequate funding from the the state
Overcoming the transportation barrier	Adequate child care	Quality of educational services
Recruiting the employers we need	Maintaining our integrity by matching appropriate individuals with employers	Strong economy - there have to be jobs
Quality of assessments	Community support	CWEP hiring workers
Special projects needed to succeed in order to have political payoff	Getting SEP started	Coordination/linkages
Community attitude toward welfare	CWEP hiring workers	Overcoming the transportation barrier
Staff quality--they need to be people-oriented and motivated	Client attitude	IM linkages and linkages with external agencies
Quality of program	Identification of clients who want to help themselves	Interagency cooperation and coordination

The generalizability analysis examined the following characteristics:

- Population in 1986
- Net population change, 1980-1986
- Percent population of minority ethnicity
- Percent of adult population that has not attained a high school education, 1980 Census
- 1988 average monthly unemployment rate
- Per capita income, 1985
- Persons below the poverty level, 1979
- ADC recipients as a percentage of total population
- Ratio of ADC-U recipients to total ADC recipients (ADC + ADC-U)

For each characteristic, the demonstration county mean was calculated and compared to the overall state mean. Second, to examine the variability of these statistics, the number of demonstration counties in each quintile of the state's distribution was determined. That is, for a given statistic, say per capita income, the values for all 88 Ohio counties were ranked from low to high. Then the quintiles of this distribution were determined. For example, if some county had a per capita income of $10,232, and this ranked them in the 34th percentile across all 88 counties, then this county would be in the second quintile. If the counties were randomly selected, the expectation would be that three demonstration counties would be in each quintile of the given distribution.

Table 2.5 provides the data that compares the demonstration counties to the state. Probably most notable is the population data that show that the average population for the 15 counties, just over 224,000, is almost twice the average county population for the state. Moreover, 8 of the demonstration counties are in the largest 20 percent of counties. Only 1 is in the smallest 20 percent. As might be expected, the demonstration counties also have a higher percentage minority population. For this statistic, 6 of the demonstration counties are in the highest quintile. However, the mean across the demonstration counties of 11.44 percent does not greatly exceed the state's percentage of 11.16 percent.

The average Ohio county decreased in size by 500 people between 1980 and 1986, whereas the demonstration counties gained 1,000, on average. These statistics are highly skewed by Franklin County, however, which had the largest population gain--37,900--over that time period. If Franklin is excluded, the state's average declines to a loss of just over 800 individuals and the average population change for the remaining demonstration counties becomes -1,700, rather than +1,000.

TABLE 2.5

DEMOGRAPHIC AND ECONOMIC DATA CONCERNING THE DEMONSTRATION COUNTIES

Characteristic	Average for Entire State	Average for 15 Counties	Quintiles[a]				
			1	2	3	4	5
Population, 1986 (in 000s)	122.2	224.1	1	3	3	0	8
Population Change, 1980-86 (in 000s)	-.5	1.0	4	4	2	2	3
Percent Population, Minority	11.16	11.44	2	2	3	2	6
Per Capita Income, 1985	$10,371	$10,724	3	2	1	4	5
Percent Persons in Poverty, 1979	10.3	10.1	1	4	4	4	2
Percent Adult Population (25+) with less than 12th grade, 1980	33.0	30.8	4	3	3	1	4
Unemployment Rate, 1988 (monthly average)	6.0	5.7	2	6	2	3	2
ADC-R Recipients (3/89) ÷ Population, 1986	.0491	.0501	3	1	5	2	4
ADC-U Recipients (3/89) ÷ ADC Recipients (3/89)	.1545	.1377	3	4	4	2	2

[a]Entries are number of demonstration counties in quintile of state distribution. Quintiles for all characteristics range from low (1) to high (5) (see text).

The average per capita income for the demonstration counties is $10,724 (1985 $), which exceeds the state's average of $10,371 by only about 3 percent. However, the variation across the 15 demonstration counties is fairly wide. Nine of the 15 counties are in the upper two quintiles of the distribution and 5 are in the lowest two quintiles, leaving only one county in the middle

quintile. This suggests significant income disparity across the demonstration counties.

The average percent of the county population with income below the poverty level in 1979 for the demonstration counties is very close to the overall state level--10.1 percent compared to 10.3 percent, respectively. This statistic seems to be distributed evenly across the demonstration counties as well. Similarly, the average monthly unemployment rate in 1988 over the demonstration counties does not differ greatly from the overall state unemployment rate. At 5.7 percent, the demonstration counties' unemployment rate is slightly under the state level of 6.0 percent and the distribution is slightly skewed toward the lower end.

The data in the table suggest that, in Ohio, educational disadvantageness tends to be a rural concern. In the demonstration counties, which are more metropolitan, the percentage of the adult population (age 25 or over) without a high school diploma or equivalent is about 10 percent lower than in the State as a whole.

Finally, the ADC recipiency ratio, here defined as the ratio of ADC recipients (excluding ADC-U) in March 1989 to county population in 1986 is virtually identical for the demonstration counties vis-a-vis the entire state. The ratios are 4.91 and 5.01 percent, respectively. Despite that similarity, there is a fairly wide discrepancy in terms of the share of ADC recipients that are from ADC-U cases. Over the entire state, about 15.5 percent of recipients come from ADC-U cases, but in the demonstration counties, the percentage is only 13.8.

These statistics are intended to provide the reader with a perspective from which to consider the observations of the various county programs. Apart from their differences, it should be borne in mind that 13 of the 15 counties shared the problems of planning, staffing, and implementing a work program from "scratch." The other two counties faced major expansions of their programs. These problems will need to be addressed by all Ohio counties as they implement JOBS.

III. ANALYSIS OF ADMINISTRATIVE DATA

This chapter presents analyses of work program data for ADC clients in all of the counties in which JOBS is operational. The purpose of this chapter is to provide the reader with a sense of the scope of the work program caseload, the size and types of program activities undertaken, and characteristics of clients served.

The data come from the Client Registry Information System (CRIS). The time period covered for these analyses is the most recent fiscal year, i.e., July 1988 through June 1989. For the demonstration counties that initiated the program on January 1, 1989, the tables are adjusted to show activity only since the program got underway in significant numbers for ADC clients. The accuracy and timeliness of the data presented here hinge totally on the accuracy and timeliness of the CRIS system data. If a CDHS has a backlog of cases that have not been entered on CRIS, for example, then the statistics in this chapter can not include those cases, obviously. Also, the reader needs to be aware of the fact that data are only presented for ADC cases. This is an important factor to keep in mind because, in many counties, the GA work program caseload is substantially larger than the ADC caseload.

The chapter proceeds by first describing the source of the data and the procedures followed in constructing the analysis files. The actual statistical analyses are presented in the succeeding sections. First, work program caseload size and client characteristics are discussed. A county's work program caseload in a given month is defined as cases that are active on the last calendar day of the month. Active means that the individual is not exempt and has been referred to the work program (pending assessment), is not exempt and has been classified as not job ready, is pending assignment, or is participating in a work program activity. Second, an analysis of the various program components is presented. Third, the durations of time that clients spend in various statuses are analyzed.

A. Data Source

The source of data concerning work program performance is the work program subsystem of CRIS. This subsystem is built primarily from data collected on forms 6802 and 6804. Form 6802 is a document that is created by ODHS whenever a recipient in an ADC or GA case is coded with one of the following work program codes: R, V, S, or E.[1] These codes represent "Required," "Volunteer," "exempt person who volunteers to participate in support of Spouse's obligation," and "attending approved Education or training program." Form 6804, not instituted until July 1, 1989, records data when a recipient becomes employed.

[1]These codes were changed July 1, 1989.

The form 6802 is generated whenever a case is approved or at the time of a redetermination if circumstances change such that a recipient is classified with an appropriate work program code. The initial form has only the following information, printed on the top portion of the form:

- Case number
- Recipient number
- County
- Category
- Case name
- Social Security number
- Date of birth
- Address
- Name
- Approval date
- Grant amount
- WIN code
- Work program code (participant's status code)

A turnaround copy is sent to the CDHS for review and revision, if necessary, and update.

Once a recipient encounters the work program, staff are responsible for completing an ODHS form 6802, the work program profile. The following additional information is added to the recipient's data:

- Case worker number
- Effective date
- Work history (months)
- DOT #1
- DOT #2
- Hours currently employed
- Received services in prior 12 months
- Child support ordered
- Work program activity

Additional data are added to the 6802, depending on the particular work program activity that is assigned to the recipient. Furthermore, whenever a participant in the work program has a change in circumstances or activities, the client's data are updated in CRIS through a new 6802.

To complete the analyses presented here, project staff obtained a copy of the work program subsystem data. In particular, all records that met the following criteria were retrieved:

- most current program category was ADC or ADC-U

- most recent county of residence was one that had implemented JOBS

The master file that was given to us contained all work program activity for all counties through July 1989. This data file had information on 216,829 different clients. These clients were associated with 439,315 different case numbers (an average of a little over 2.0 separate case numbers per client), 674,114 activity records (separate work program activity codes), and 6,729 employment records (client entered unsubsidized employment).

Project staff created two types of data files from the master file that was obtained. A client analysis file linked all of the information for each client. A case month file formulated a longitudinal snapshot of the caseload as of the last day of the month for each month between July 1988 and June 1989.

The client analysis file was structured with three types of information for each client. Each observation had a profile of background data concerning the individual. This profile was followed by a variable number of activity records--one every time circumstances regarding the individual's participation in the work programs changed. The number of activity records for individual observations ranged from 0 to 32. Following the activity records were a variable number of employment records. Each of these records provided information about an employment spell. The number of employment records per observation ranged from 0 to 12. But as stated above, there were only about 6,700 employment records, so most observations in the client analysis file did not have any employment records attached.

The case month file had a rectangular structure that provided data concerning the particular activities that participants were engaged in at the end of each month. The number of observations was identical to the number of observations in the client analysis file. However, each observation had a fixed format that provided status, duration of current status, start date of current status, and end date of current status for each month. The two files were linked through a unique work program ID number.

B. Caseload Characteristics

The case month data were used to construct the work program caseload for each JOBS county. The key variable involved in defining the caseload was on the activity record and was entitled "activity code." According to the documentation that was provided, "activity code" was coded as follows (in the third column is the number of activity records with the particular value--remember that each observation may have multiple activity records as they progress through the system):

Activity Code	Value	No. Records
Pending assignment	1	5012
Not job ready	2	11005
Job club	3	6754
SEP	4	352
CWEP	5	14480
WIN	6	172
Training	7	1767
Employment	8	0
WIN-sanction	9	13
CDHS-sanction	10	0
CLEVELAND-WORKS	11	67
Opportunity Knocks	12	34
CWEP-E&T	13	7331
Employability Development Services	14	2578
PSE	15	10
Case open-reopen	90	310960
Case closed-delete	91	145795
Individual exempt	92	43870
Exemption lifted	93	88151
Case transferred	98	33445

Note that the number of activity records for employment was 0. This is because if a participant was employed, the descriptive data was written onto an employment record. That is, the employment record substituted for an activity record.

For the analysis, all activity or employment records that had a starting date and ending date outside of fiscal year 1989 (July 1988 - June 1989) were deleted. Then the remaining activity and employment records were aggregated into the following categories, which were entitled work program statuses:

- Pending assessment (activity codes 90 or 93)
- Pending assignment (activity code 1)
- Not job ready (activity code 2)
- Job Club (activity code 3)
- SEP (activity codes 4, 11, 15)
- CWEP (activity code 5)
- E&T (activity codes 7, 13, 14)
- Unsubsidized employment (employment record exists)
- Other (activity codes 6, 9, 10, 12)
- Exempt (activity code 92 or participant status code not equal to "R," "S," "V," "E," or "J")

The appendix provides monthly counts of clients in each one of the work program statuses for all 42 JOBS counties plus their total. The tables for the 13 counties in the demonstration that had not operated a work program for ADC clients prior to January 1989 have adjusted data. For these counties, the data are shown

only for those months after significant flows of activity show up in the CRIS data. The particular months for which data start appearing for these counties are as follows:

Brown	after June
Champaign	March
Clermont	April
Franklin	May
Lake	May
Lawrence	March
Perry	March
Pickaway	February
Richland	January
Seneca	after June
Summit	February
Trumbull	February
Wyandot	February

It is interesting to scan those tables and observe the dynamics of the caseloads and the manner in which the number of clients in each status grows or diminishes over the year.

Table 3.1 gives the monthly average caseload in each status (except exempt) for the 42 counties. (Again, the averages only cover those months for which there was significant ADC client activity in the demonstration counties.) For the state as a whole, the average monthly caseload was about 30,000 participants. However, just over 20,000 were in the pending assessment status--meaning that these clients were in ADC or ADC-U, had activity codes 90 or 93 (open or re-opened), and were not exempt. Such a large share of the caseload in the pending assessment status implies, in some instances, that work programs are not "keeping up" with the counties' new applicants and redeterminations that are referred to them. The discrepancy is much larger than the site visits in the 15 demonstration counties seemed to indicate. The apparent backlog may be the result of some artifact in the way the data are entered and stored. A later section of this chapter focuses more closely on the pending assessment status.

Netting out the 20,000 individuals pending assessment leaves a total state monthly caseload of about 10,000 ADC participants for JOBS. Between 25 and 30 percent of these are in CWEP and in E&T. About 5 percent are in Job Club; about 1 percent are in SEP, and over 10 percent are in unsubsidized employment. Approximately 25 percent are categorized as Not Job Ready (NJR).

SEP has clearly not gained much of a "toehold" among the JOBS counties. Eighteen of the 40 counties with data did not have any SEP cases over the entire year (this includes nine of the 15 demonstration counties). Hamilton County did average almost 40 SEP clients per month, however, and Athens, Belmont, Clark, Gallia, Montgomery, Pike, and Stark also had a fair number of SEP cases.

TABLE 3.1

WORK PROGRAM ADC CASELOADS BY COMPONENT, BY COUNTY

(Entries are monthly average between 7/88 - 6/89)

County	Component									Total
	Pending Assess-ment	Pending Assign-ment	NJR	Job Club	SEP	CWEP	E&T	Employ-ment	Other	
Allen	178.2	9.2	26.8	23.7	2.1	157.4	79.6	14.3	15.4	506.6
Athens	477.0	3.7	29.2	19.2	5.7	22.8	180.0	31.9	0.0	769.3
Belmont	396.9	0.2	131.3	15.4	6.6	124.8	166.6	25.9	0.6	868.3
Brown	----------NO ACTIVITY REPORTED----------									
Butler	323.8	114.1	95.3	50.7	0.0	167.9	101.0	86.8	3.3	943.0
Champaign[c]	77.6	1.0	0.0	1.0	0.0	2.3	4.0	2.8	0.0	113.3
Clark	502.7	74.1	62.9	25.9	4.3	58.3	86.5	126.9	1.0	942.6
Clermont[d]	512.1	1.0	6.7	1.3	0.0	4.0	13.3	1.0	0.0	718.3
Crawford	96.3	21.8	41.8	0.0	1.9	23.7	57.6	30.6	0.9	274.6
Franklin[e]	201.8	0.0	82.0	32.5	0.0	1.0	2.5	2.0	0.0	345.5
Fulton	12.3	0.0	32.3	1.0	0.0	7.8	21.2	10.6	0.3	85.4
Gallia	199.3	22.3	144.0	11.3	6.0	121.2	3.3	1.2	0.9	509.5
Hamilton	2306.3	43.2	480.3	122.8	38.5	513.5	588.8	166.4	24.3	4284.1
Hancock	72.0	0.0	15.9	0.4	0.6	14.8	19.8	5.1	0.3	128.9
Holmes	13.7	0.0	3.1	0.4	0.0	3.0	4.4	1.0	0.0	25.6
Knox	101.0	16.2	20.9	2.8	0.3	45.5	11.3	17.4	1.0	216.7
Lake[e]	301.2	1.0	1.5	3.5	0.0	2.0	4.0	6.5	0.0	461.5
Lawrence[c]	1036.8	0.5	1.0	0.5	0.5	92.5	15.5	1.8	0.0	1381.0
Lucas	1937.3	24.6	36.7	63.4	0.3	61.0	74.6	49.0	2.4	2249.3
Madison	20.7	3.0	13.4	3.3	0.0	5.1	11.4	2.8	0.0	59.8
Marion	199.6	2.7	52.8	2.9	0.5	85.5	15.7	7.9	1.1	370.7
Montgomery	2788.3	0.7	181.2	63.3	11.7	347.9	390.5	131.0	7.7	3922.6
Morrow	37.8	0.0	32.4	2.4	0.7	2.0	7.3	15.0	0.0	133.3
Muskingum	291.7	0.7	61.0	10.8	0.0	81.2	185.2	28.0	2.9	661.5
Perry[c]	256.5	5.3	7.0	1.3	0.0	22.5	13.3	1.3	0.0	372.8
Pickaway[b]	121.8	4.8	19.8	4.8	0.0	15.0	18.4	0.8	0.0	204.6
Pike	156.7	30.3	141.0	1.8	5.4	58.8	40.5	5.1	0.3	439.8
Putnam	29.4	1.2	11.5	0.6	0.5	17.0	7.7	12.3	0.1	80.2
Richland[a]	504.1	42.5	40.3	7.0	0.0	19.8	57.5	13.2	0.8	778.5
Sandusky	146.7	1.2	9.1	2.7	0.0	44.8	17.3	15.4	0.0	237.1
Scioto	624.8	1.7	286.3	19.3	2.4	137.4	98.8	17.4	0.9	1189.0
Seneca	----------NO ACTIVITY REPORTED----------									
Shelby	37.8	1.1	13.0	2.6	0.0	10.5	18.1	9.8	0.2	93.3
Stark	717.8	4.0	62.5	14.8	4.6	99.4	136.8	33.5	4.0	1077.4

TABLE 3.1 (Continued)

County	Component									Total
	Pending Assess-ment	Pending Assign-ment	NJR	Job Club	SEP	CWEP	E&T	Employ-ment	Other	
Summit[b]	3703.4	0.0	11.8	0.8	0.0	3.2	8.0	17.4	1.6	4749.2
Trumbull[b]	1231.1	0.0	17.8	16.8	2.8	16.2	34.6	8.2	0.4	1643.4
Union	25.3	3.8	8.0	2.8	2.4	6.5	16.2	5.0	0.3	70.3
Washington	191.9	1.8	46.0	1.8	2.8	41.5	43.0	32.6	1.0	362.3
Wayne	82.3	2.3	50.3	2.4	0.0	42.1	78.7	27.5	1.4	287.0
Williams	24.6	0.4	3.5	1.2	0.0	5.6	7.7	7.4	0.3	50.7
Wood	127.8	2.1	25.7	2.3	0.7	11.8	50.3	4.8	0.8	226.2
Wyandot[b]	35.4	1.2	0.2	0.6	0.0	5.0	1.8	2.2	0.2	57.8
OHIO	20,556.8	413.3	2178.1	492.3	99.8	2406.2	2607.1	950.4	73.6	29,777.8

TABLE 3.1A

UNDUPLICATED COUNT OF ADC CLIENTS ASSIGNED TO COMPONENTS, FISCAL YEAR 1989

County	NJR	Job Club	SEP	CWEP	E&T	Employ-ment	Other	Total
Allen	94	165	5	482	200	154	129	783
Athens	88	90	14	115	447	116	2	704
Belmont	335	89	25	380	358	122	12	990
Brown	0	0	1	0	0	0	0	1
Butler	233	340	0	395	269	321	43	1110
Champaign[c]	0	3	0	14	8	28	0	48
Clarke	172	201	8	222	298	388	22	938
Clermont[d]	13	2	0	14	27	1	0	57
Crawford	107	1	6	80	140	153	20	385
Franklin[e]	92	35	0	1	3	3	0	134
Fulton	81	8	0	34	59	49	4	151
Gallia	312	53	15	282	23	14	8	546
Hamilton	1229	697	105	1213	1284	535	246	3992
Hancock	36	4	2	34	37	43	6	135
Holmes	7	4	0	9	12	14	1	35

TABLE 3.1A (Continued)

County	NJR	Job Club	SEP	CWEP	E&T	Employ-ment	Other	Total
Knox	114	36	3	145	32	103	19	290
Lake	2	5	0	3	5	15	0	30
Lawrence[c]	1	2	1	233	31	16	0	282
Lucas	103	297	1	135	194	146	24	703
Madison	75	39	0	33	56	55	2	158
Marion	147	11	3	204	43	33	13	386
Montgomery	487	401	37	707	1235	411	86	2675
Morrow	90	22	2	76	53	85	11	231
Muskingum	224	127	0	282	551	141	43	970
Perry[c]	25	12	0	62	33	16	3	135
Pickaway[b]	48	15	0	36	36	14	2	132
Pike	242	45	17	145	125	73	7	490
Putnam	28	13	4	45	23	46	3	106
Richland[a]	97	32	0	56	132	58	8	359
Sandusky	21	8	0	85	40	29	0	179
Scioto	738	108	7	476	290	129	27	1398
Seneca	0	0	0	1	0	0	0	1
Shelby	56	38	3	42	81	71	8	162
Stark	161	106	9	254	360	366	68	1018
Summit[b]	28	4	0	13	16	56	12	125
Trumbull[b]	39	67	5	46	71	24	3	215
Union	22	22	4	22	57	38	8	115
Washington	174	13	6	156	138	72	13	450
Wayne	164	25	0	121	183	172	14	461
Williams	21	21	0	45	39	59	10	123
Wood	78	47	2	52	123	62	9	268
Wyandot[b]	1	2	0	15	4	10	1	32
OHIO	5985	3210	285	6765	7116	4241	887	21,503

[a]Data cover January - June period.
[b]Data cover February - June period.
[c]Data cover March - June period.
[d]Data cover April - June period.
[e]Data cover May - June period.

Note: Sum of components exceeds total because some clients were assigned to more than one component. Total counts each client only once no matter how many components he or she was assigned to.

Interestingly, E&T averaged a slightly higher monthly caseload than did CWEP. In looking at the data by county, it seems clear that some counties are placing much more emphasis on E&T than CWEP (e.g., Athens, Crawford, Fulton, Richland, Union, and Wood). On the other hand, some counties seem to be emphasizing CWEP (e.g., Allen, Butler, Gallia, Knox, Lawrence, Marion, and Sandusky). The other counties show roughly equal participation in these two components, with E&T caseloads typically slightly higher.

The table shows wide variation in the use of the pending assignment and not job ready codes. For example, Butler and Clark account for almost half of the entire state level of pending assignment. This may be a result of difficulties in getting clients entered into the components, but more likely, it means that these two counties have higher propensities to report the pending assignment status. Butler County, for example, is very careful to place clients into the pending assignment category if they have not been assigned to a program component within 45 days. In looking at the NJR data, an appropriate statistic is the ratio of cases that have the NJR status to "active" cases (all statuses except for pending assessment and exempt). This statistic ranges from small values (about 8 percent in Allen, for example) to much larger values (over 50 percent in Pike). The particular types of barriers used to classify individuals as NJR are discussed in a later section, but it should be noted here that counties differ in the extent to which transportation is a barrier as well as in factors such as language barriers and the availability of child care.

Table 3.1A presents the data in table 3.1 from a different perspective: an unduplicated count of the number of clients assessed and assigned to each component during the fiscal year. It should be noted that these results are not the total number served by these components, because they did not include carryovers from the previous fiscal year. They reflect number assigned not total served. The annual unduplicated totals assigned to each component show much the same pattern as table 3.1. Education and training received the most assignments (7,116) followed closely by CWEP (6,765). Both of these figures are a little less than three times the levels shown in table 3.1, as were the totals in SEP (285) and found to be NJR (5,985). The yearly totals assigned to Job Club (3,210) and obtaining employment (4,241), however, were approximately seven and five times their monthly averages.

The CRIS system allows us to examine some of the characteristics of clients that comprise the JOBS caseload. Table 3.2 shows various characteristics of the caseloads in June 1989 across the JOBS counties. The table shows that the average age of the JOBS participants for the state as a whole is 34.2. Across the counties, average age ranges from 31.7 to 35.6. Not surprisingly, the educational attainment of JOBS participants is rather modest. Just under half of the caseload has less than a twelfth-grade

TABLE 3.2

WORK PROGRAM ADC CLIENT CHARACTERISTICS, BY COUNTY

(Entries describe 6/89 caseload)

County	Average Age	Average ADC Grant	Education			
			Less Than 9 Years	9-11 Years	High School	Greater Than 12
Allen	35.1	$298.69	7.86%	26.86	55.69	9.60
Athens	33.3	326.53	3.91	56.81	31.60	7.68
Belmont	35.0	314.15	4.70	28.20	57.89	9.23
Brown	33.1	328.75	13.50	50.00	31.75	4.75
Butler	34.6	301.30	10.16	42.76	41.12	5.96
Champaign	35.0	299.75	7.77	38.84	46.60	6.79
Clark	34.3	293.30	6.97	38.50	45.90	8.63
Clermont	33.8	333.06	9.13	50.48	32.09	8.30
Crawford	33.7	304.40	13.80	37.65	43.09	5.44
Franklin	34.9	406.64	----------N/A----------			
Fulton	35.5	331.79	9.31	20.93	50.01	19.77
Gallia	34.0	333.89	----------N/A----------			

TABLE 3.2 (Continued)

County	Average Age	Average ADC Grant	Education			
			Less Than 9 Years	9-11 Years	High School	Greater Than 12
Hamilton	33.6	$309.46	7.43%	54.30	31.53	6.75
Hancock	33.0	302.85	5.66	33.02	51.89	9.43
Holmes	34.0	327.27	20.83	45.83	20.83	12.50
Knox	33.9	291.50	5.52	28.22	51.53	14.72
Lake	34.8	312.46	3.52	31.69	48.13	19.95
Lawrence	34.5	330.97	9.26	37.43	45.60	7.70
Lucas	34.6	315.99	6.49	39.95	42.36	11.20
Madison	33.5	297.23	11.11	58.73	28.57	1.59
Marion	33.2	304.82	12.87	40.75	41.29	5.09
Montgomery	33.7	308.90	7.35	36.93	41.16	14.56
Morrow	34.6	331.23	----------N/A----------			
Muskingum	33.2	317.76	----------N/A----------			
Perry	34.5	341.37	8.76	39.45	46.03	5.75
Pickaway	33.8	326.48	11.68	41.12	43.92	3.27

TABLE 3.2 (Continued)

County	Average Age	Average ADC Grant	Education			
			Less Than 9 Years	9-11 Years	High School	Greater Than 12
Pike	35.6	$336.23	14.25%	44.34	39.15	2.26
Putnam	34.4	332.72	16.30	36.93	44.54	5.43
Richland	34.4	309.43	7.06	44.96	42.51	5.48
Sandusky	35.6	348.77	----------N/A----------			
Scioto	33.9	326.26	5.08	39.85	50.39	4.69
Seneca	35.0	327.87	13.62	42.86	34.55	8.97
Shelby	34.5	290.28	13.63	46.10	37.50	2.27
Stark	35.4	331.12	5.87	35.78	50.17	8.17
Summit	34.5	308.08	4.80	38.71	41.45	15.03
Trumbull	34.1	320.22	4.12	31.62	52.78	11.47
Union	34.9	310.25	5.88	54.41	38.24	1.47
Washington	34.5	308.52	----------N/A----------			
Wayne	33.7	311.47	10.94	36.23	43.39	9.44
Williams	31.7	320.13	6.82	34.09	52.27	12.82
Wood	32.2	285.93	11.99	25.21	50.83	11.99
Wyandot	34.5	307.36	8.68	37.63	31.84	20.26
State Total	34.2	$315.64	7.13%	40.95	41.87	10.05

[a]Means calculated for non-zero values only. N/A--Data not available on CRIS system.

education. Only 10 percent have more than a high school education. Counties vary somewhat in terms of education. For example, five counties--Athens, Brown, Hamilton, Holmes, and Madison--have a caseload in which over 60 percent of the clients have less than a twelfth-grade education.[1] At the opposite extreme, five counties have less than 35 percent high school noncompleters--Allen, Belmont, Fulton, Knox, and Lake.

Statewide, one-third (33.8 percent) of the participants are reported to have no previous work experience. Separate counties are not shown since the extent of missing data is likely to make the county figures invalid.

The table shows average monthly grant amount, which statewide is about $315. County variation greatly depends on the share of ADC-U case participants, whose grants tend to be larger. Note that Franklin County, at $406 average per grant, has by far the largest average grant. It is 20 percent higher than the next highest average. This occurs because Franklin is serving only ADC-U clients in its work program.

C. Analysis of Program Components

In the previous section, the overall JOBS caseload was examined by county as were the characteristics of the individual clients. In this section, we dissect the analyses into each of the work program statuses and examine them in the following order: pending assessment, pending assignment, not job ready, job club, SEP, CWEP, education and training, employment, and exemptions.

1. Pending Assessment

In this data, a participant is considered to be pending assessment if (a) a 6802 form has been generated that indicates that the case to which the individual belongs is open and (b) the participant status code of the individual does not indicate an exemption. (Note that members of the control groups are not to be assessed.) Clients pending assessment emanate from three sources--new applications, redeterminations in which the clients are determined to be required for assessment, or (for programs just starting up) from existing ADC cases that are now required to participate. It should be noted that some participants that are in the pending assessment status will never be assessed. This can occur because the case closes, because the individual is sanctioned for nonparticipation, because the client becomes exempt due to changing circumstances, or for other reasons.

---

[1]There is reason to believe that educational levels are underestimated in the data; we were told that staff have been trained that, if these data are not available, they should be coded as 9 to 11 years.

Pending assessment cases are of policy interest because program regulations require a maximum of 45 days between case approval and assessment. In no county, however, is the mean duration of time in the pending assessment status anywhere close to 45 days. The smallest mean duration is about 85 days, and the largest about 330 days.

Counties that are just initiating work program operations should be expected to have the largest pending assessment caseloads because they will automatically have a backlog of active cases that will require assessments. Table 3.3 compares the average monthly caseload in pending assessment to the "potential" JOBS ADC caseload to give an indication of the backlogs by county. The potential caseload is estimated by assuming that 30 percent of ADC-R cases and all of ADC-U cases will have a required participant. (The March 1989 caseload statistics are used to derive the potential participants figure.) The third column of the table shows the ratio of the pending assessment caseload to the potential total participants expressed as a percentage. This statistic is intended to be an indicator of the size of the backlog facing the county. Larger values indicate a larger backlog.

As expected, the demonstration counties do have larger indicators. For 7 of the 15 demonstration counties, this statistic exceeds 50 percent. For the other JOBS counties, the indicator ranges from 11.4 percent to 76.2 percent, but only one county outside of the demonstration has an indicator that exceeds 50.0 percent.

The characteristics of the individuals in the pending assessment status in June 1989 are shown in table 3.4. For reference, that table shows averages for all JOBS counties (from table 3.2). As would be expected since counties cannot control to any great extent who is pending assessment, there seems to be little difference between the two sets of data.

2. Pending Assignment

Table 3.1 shows that about 5 percent of the active ADC caseload is in the status of pending assignment in a given month. As discussed above, the level of the caseload in pending assignment varies greatly by county, suggesting that some counties are more likely to use this code than are other counties. The instructions for the 6802 only require that counties enter the starting date and ending date for the pending status, so very little analyses can be undertaken.

Table 3.5 shows the characteristics of the clients in the pending assignment status relative to the overall caseload. Of interest is the fact that such clients tend to have a little more work experience than the average (23 percent of the clients in pending assignment had no work experience as compared to 34

TABLE 3.3

WORK PROGRAM AVERAGES MONTHLY ADC CASELOAD PENDING ASSESSMENT AND POTENTIAL TOTAL ADC PARTICIPANTS, BY COUNTY

County	Pending Assessment	Potential Participants	Pending Assessment as a Percentage of Potential Participants
Allen	178.2	762.7	23.4%
Athens	477.0	670.2	71.2
Belmont	396.9	1006.3	39.4
Brown	--	257.7	--*
Butler	323.8	1495.5	21.7
Champaign	77.6	170.7	45.5*
Clark	502.7	1265.4	39.7
Clermont	512.1	776.3	66.0*
Crawford	96.3	366.1	26.3
Franklin	201.8	968.0	20.9*
Fulton	12.3	107.7	11.4
Gallia	199.3	564.5	35.3
Hamilton	2306.3	6371.4	36.2
Hancock	72.0	195.2	36.9
Holmes	13.7	52.2	26.3
Knox	101.0	290.2	34.8
Lake	301.2	637.7	47.2*
Lawrence	1036.8	1299.3	79.8*
Lucas	1937.3	4521.6	42.9
Madison	20.7	125.4	16.5
Marion	199.6	550.0	36.3

TABLE 3.3 (Continued)

County	Pending Assessment	Potential Participants	Pending Assessment as a Percentage of Potential Participants
Montgomery	2788.3	4409.4	63.2*
Morrow	37.8	183.1	20.6
Perry	256.5	421.1	60.9*
Pickaway	121.8	332.4	36.6*
Pike	156.7	492.7	31.8
Putnam	29.4	91.0	32.3
Richland	504.1	851.1	59.2*
Sandusky	146.7	362.5	40.5
Scioto	624.8	1575.9	39.7
Seneca	--	391.1	--*
Shelby	37.8	163.8	23.1
Stark	717.8	2715.3	26.4*
Summit	3703.4	4268.1	86.8*
Trumbull	1231.1	1963.3	62.7*
Union	25.3	92.4	27.4
Washington	191.9	547.7	35.0
Wayne	82.3	359.5	22.9
Williams	24.6	108.2	22.7
Wood	127.8	311.7	41.0
Wyandot	35.4	71.0	49.9*
State Total	20,556.8	42,165.4	48.8%

Note: Pending assessment from table 3.1. Potential participants estimated from March 1989 ADC caseload statistics.
--Indicates data not reported in CRIS prior to June 1989.
*Demonstration county

TABLE 3.4

CHARACTERISTICS OF ADC CLIENTS IN THE PENDING ASSESSMENT STATUS IN 6/89

Characteristic	Pending Assessment 6/89	Statewide Total
Average age	33.8	34.2
Average grant	$312.66	$315.64
Average months work experience (for non-zero months worked)	64.4	67.2
Percentage of cases with no work experience	NA	33.8%[a]
Education		
Less than grade 9	6.47%	7.13%
Grades 9-11	40.71	40.95
Grade 12	41.89	41.87
Greater than 12	10.93	10.05

TABLE 3.5

CHARACTERISTICS OF ADC CLIENTS IN THE PENDING ASSIGNMENT STATUS IN 6/89

Characteristic	Pending Assignment 6/89	Statewide Total
Average age	34.6	34.2
Average grant	$306.42	$315.64
Average months work experience (for non-zero months worked)	67.7	67.2
Percentage of cases with no work experience	23.1%	33.8%[a]
Education		
Less than grade 9	8.49%	7.13%
Grades 9-11	39.07	40.95
Grade 12	44.65	41.87
Greater than 12	7.77	10.05

[a]Calculated only for clients who had been assessed.

percent for the overall caseload). A potential explanation for this finding is that clients that are assessed who have significant work experience tend to be placed into Job Club, and that assignment may result in a "wait" until the next club begins operation. Also, "monthly reporting" clients are included in the pending assignment category, which would explain their more extensive work experience.

3. Not Job Ready

Program rules and regulations suggest that there are nine reasons why a participant can be classified as not job ready (NJR). Seven of these reasons are considered barriers to job readiness--medical limitations, verified pregnancy, language barriers, transportation, unavailability of required child care resources, unavailability of required social services other than child care, or another barrier to employment. Prior to July 1, 1989, the other two reasons for a client being classified as not job ready were that the client's spouse has volunteered to participate in place of the client or in three counties the client was a WIN registrant but was not a work program-required participant.

Table 3.1 above shows the average monthly number of clients who are classified as NJR by county. Table 3.6 provides a breakdown of those data by type of barrier. The two most common barriers are medical limitations (noted 37.3 percent of the time), and transportation barriers (33.8 percent). Counties vary somewhat in the types of barriers that cause clients to be NJR. One would suspect that transportation as a barrier would occur most often in non-metropolitan counties. Indeed, the four counties of Belmont, Gallia, Pike, and Scioto account for over 50 percent of the cases where transportation is a barrier. As for the language barrier, Franklin County accounts for over three-fourths of the cases, due, presumably, to a large immigrant population.

The CRIS system did not, for all cases, report services being provided to clients in the NJR status. Statewide, there were over 2,500 ADC clients in this status in June, but only 55 instances of service receipt were in the CRIS system data. This may represent fewer than 55 clients since multiple services per client are possible. The services that were reported were as follows:

- Child care 3 cases
- Counseling 33
- Transportation 9
- Special purchase 1
- Medical 3
- Other 6

TABLE 3.6

AVERAGE MONTHLY ADC CASELOAD IN NOT JOB READY STATUS,
BY EMPLOYMENT BARRIER AND COUNTY

County	Barrier									Total
	Medical Limitation	Pregnancy	Language Barrier	Transportation	Child Care Not Avail.	Other SS Not Avail.	Other Barrier	Spouse	WIN	
Allen	18.6	0.0	0.0	3.3	1.3	0.0	2.5	1.2	0.0	26.8
Athens	12.4	0.0	0.2	13.7	2.3	0.2	0.5	0.0	0.0	29.2
Belmont	38.6	3.3	0.0	73.3	11.3	0.0	2.7	3.1	0.0	132.1
Brown	----------NO DATA AVAILABLE----------									
Butler	16.6	0.8	2.7	56.3	11.6	0.0	2.5	0.0	0.0	90.3
Champaign[c]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Clark	28.8	2.2	0.8	25.1	0.0	0.0	6.1	0.0	0.0	62.9
Clermont[d]	4.0	0.0	0.0	1.7	0.0	0.0	0.3	0.7	0.0	6.7
Crawford	12.8	1.3	2.8	8.7	7.1	0.1	4.9	3.9	0.0	41.6
Franklin[e]	5.6	1.0	70.0	2.5	1.5	0.0	1.5	0.0	0.0	82.0
Fulton	4.9	0.3	0.1	25.4	1.6	0.0	0.0	0.0	0.0	32.3
Gallia	10.0	1.1	0.5	116.4	4.5	0.0	5.5	6.0	0.0	144.0

TABLE 3.6 (Continued)

County	Barrier									Total
	Medical Limitation	Pregnancy	Language Barrier	Transportation	Child Care Not Avail.	Other SS Not Avail.	Other Barrier	Spouse	WIN	
Hamilton	237.4	2.1	3.6	62.8	104.7	17.3	46.7	2.7	0.4	477.8
Hancock	8.7	0.0	0.0	0.6	2.8	0.0	3.3	0.7	0.1	16.2
Holmes	2.4	0.4	0.0	0.0	0.0	0.0	0.1	0.0	0.0	2.9
Knox	8.3	0.0	0.0	0.0	9.1	0.0	1.4	0.0	0.0	21.0
Lake[e]	1.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.5
Lawrence[c]	0.0	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5
Lucas	24.8	0.0	0.5	2.1	0.7	0.2	7.3	0.3	0.4	36.7
Madison	5.3	0.0	0.0	1.4	5.0	0.0	1.7	5.3	0.0	13.4
Marion	11.7	2.6	0.4	22.3	5.5	0.0	5.1	2.0	0.0	52.8
Montgomery	116.7	3.5	3.3	7.8	27.1	1.8	18.8	0.1	0.0	181.2
Morrow	11.7	3.0	0.0	15.1	2.6	0.0	0.0	12.3	0.0	32.4
Muskingum	17.2	0.4	0.0	19.4	4.4	0.0	6.9	0.0	0.3	61.0
Perry[c]	0.0	0.0	0.0	6.3	0.5	0.0	0.3	0.0	0.0	7.0
Pickaway[b]	0.8	0.8	0.0	10.4	5.4	0.0	2.4	0.0	0.0	19.8

TABLE 3.6 (Continued)

County	Barrier									Total
	Medical Limitation	Pregnancy	Language Barrier	Transportation	Child Care Not Avail.	Other SS Not Avail.	Other Barrier	Spouse	WIN	
Pike	9.7	0.9	0.0	123.8	4.7	0.0	0.8	1.3	0.0	139.9
Putnam	8.0	0.0	0.0	1.1	0.7	0.0	0.4	1.7	0.0	11.5
Richland[a]	22.2	0.8	0.0	9.0	1.7	0.0	5.0	3.5	0.0	40.3
Sandusky	2.7	0.3	0.0	0.1	0.0	0.0	1.5	3.5	1.0	9.1
Scioto	121.7	1.3	0.0	109.8	0.4	0.0	47.8	5.3	0.0	286.3
Seneca	----------NO DATA AVAILABLE----------									
Shelby	3.1	0.0	0.0	3.9	5.3	0.0	0.7	0.0	0.0	13.0
Stark	27.3	0.0	1.0	20.9	8.4	2.0	2.5	0.0	0.0	62.1
Summit[b]	1.8	0.0	0.6	2.4	7.0	0.0	0.0	0.0	0.0	11.8
Trumbull[b]	1.4	0.0	0.0	15.8	1.0	0.0	0.2	0.2	0.0	18.6
Union	7.7	0.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	8.0
Washington	9.8	1.2	0.1	11.1	11.9	0.3	8.2	3.0	0.0	45.6
Wayne	26.8	0.7	0.0	1.3	14.9	0.0	4.8	1.8	0.0	50.3

TABLE 3.6 (Continued)

County	Barrier									Total
	Medical Limitation	Pregnancy	Language Barrier	Transportation	Child Care Not Avail.	Other SS Not Avail.	Other Barrier	Spouse	WIN	
Williams	1.8	0.0	0.4	0.0	0.1	0.0	0.9	0.3	0.0	3.5
Wood	14.8	0.0	0.0	2.2	4.4	0.0	3.1	0.8	0.3	25.6
Wyandot	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2
Statewide Total	857.8	28.8	87.0	776.0	269.5	21.9	196.4	59.2	2.5	2299.1

[a]Data cover January - June period.
[b]Data cover February - June period.
[c]Data cover March - June period.
[d]Data cover April - June period.
[e]Data cover May - June period.

Table 3.7 provides the client characteristics data for individuals in the NJR status in June. These clients are older, have less educational attainment, and are less likely to have prior work experience than the typical client. The age difference is likely related to the prevalence of medical limitations. The lower educational attainment is likely related to residence in rural counties. Recall that rural counties have lower educational attainment on average and are likely to be where the transportation barriers are greatest.

4. Job Club

Each month approximately 5 percent of the assessed clients in JOBS participate in Job Club, where they get training in job search techniques and where they work together to secure jobs. The primary providers of Job Club are either the CDHS itself, OBES, or JTPA. The CRIS system has a field designed to identify the particular provider of the Job Club, but over 95 percent of the cases in the Job Club status have this variable coded "Unknown."

Better information is given about the services that CDHSs provide to clients in Job Club, although only a small share of such clients apparently receive the services. In June 1989, the statewide caseload in Job Club was 561. The CRIS data show 123 service provision events. This means that at most 20 percent of the Job Club clients received services (recall that there may be multiple services per client). The distribution of the services was as follows:

Child care	0 cases
Counseling	38
Transportation	39
Special purchase	36
Medical	0
Other	10

Table 3.8 shows the characteristics of clients in Job Club relative to the statewide average characteristics. The data show that such participants are a somewhat select group. They have more educational attainment--over 60 percent have completed grade 12--and they have more prior work experience. About one-fourth of the Job Club participants have no prior work experience according to the data, whereas the statewide comparable figure is one-third.

5. SEP

Of all the program components, SEP has the smallest number of participants. On average, about 100 SEP contracts are active each month for ADC clients. Apparently the CDHSs are encouraging SEP to some extent, however, because many SEP clients have received or

TABLE 3.7

CHARACTERISTICS OF ADC CLIENTS IN THE NOT JOB READY STATUS IN 6/89

Characteristic	Not Job Ready	Statewide Total
Average age	36.6	34.2
Average grant	$326.93	$315.64
Average monthly work experiernce (for non-zero months worked)	70.8	67.2
Percentage of cases with no work experience	42.2%	33.8%[a]
Education		
Less than grade 9	10.92%	7.13%
Grades 9-11	45.10	40.95
Grade 12	38.42	41.87
Greater than 12	5.55	10.05

TABLE 3.8

CHARACTERISTICS OF ADC CLIENTS IN JOB CLUB IN 6/89

Characteristic	Job Club	Statewide Total
Average age	34.5	34.2
Average grant	$334.66	$315.64
Average monthly work experience (for non-zero months worked)	78.0	67.2
Percentage of cases with no work experience	24.2%	33.8%[a]
Education		
Less than grade 9	3.80%	7.13%
Grades 9-11	33.14	40.95
Grade 12	51.10	41.87
Greater than 12	11.98	10.05

[a]Calculated only for clients who had been assessed.

are receiving services from the CDHS. Specifically, 102 instances of services were tabulated for clients whose work program status was SEP in June 1989 (there were 116 ADC clients in SEP the entire state for that month). These services were distributed across the various types of services as follows:

Child care	3 cases
Counseling	33
Transportation	36
Special purchase	9
Medical	15
Other	6

CRIS data also track the entity that was responsible for placement into SEP. The distribution across the response categories was as follows (again for June):

CDHS	0 cases	0.0%
OBES	4	3.5
Job Club	35	30.2
Contractor	12	10.3
Other	0	0.0
Self-initiated	1	0.9
Unknown	64	55.2

Obviously, the source of the placement was unknown in many cases, but the CRIS data are more informative here than for Job Club. Indeed, Job Club appears to be a primary placement source for SEP.

Table 3.9 shows the characteristics of SEP clients in June relative to the statewide caseload. The clients in SEP have slightly larger monthly grants than average. More dramatically, they have much more work experience and education. Almost three-quarters had previous experience, and the average work experience for prior workers was over 73 months. These compare to the statewide averages of one-third and 67 months. Almost 70 percent of the SEP clients were high school completers compared to about 50 percent for the statewide JOBS caseload.

6. CWEP

ODHS has established that CWEP should be the lowest priority component of JOBS. During the site visits, county officials reported that they only assign CWEP to clients who lack prior work experience and need to develop employability skills. The expectation, then, is that the individuals in CWEP should have less work experience and educational credentials than average. Interestingly, table 3.10 does not particularly confirm this expectation. CWEP clients are older, on average, and have slightly lower educational attainment. One-third of the CWEP clients lacked prior work experience, which is the same as the statewide figure. Those participants that did have work experience had a larger average

TABLE 3.9

CHARACTERISTICS OF ADC CLIENTS IN SEP IN 6/89

Characteristic	SEP	Statewide Total
Average age	33.9	34.2
Average grant	$347.05	$315.64
Average monthly work experience (for non-zero months worked)	73.3	67.2
Percentage of cases with no work experience	25.9%	33.8%[a]
Education		
Less than grade 9	1.94%	7.13%
Grades 9-11	28.16	40.95
Grade 12	56.31	41.87
Greater than 12	13.59	10.05

TABLE 3.10

CHARACTERISTICS OF ADC CLIENTS IN CWEP IN 6/89

Characteristic	CWEP	Statewide Total
Average age	36.0	34.2
Average grant	$329.32	$315.64
Average monthly work experience (for non-zero months worked)	75.7	67.2
Percentage of cases with no work experience	33.2%	33.8%[a]
Education		
Less than grade 9	10.49%	7.13%
Grades 9-11	41.09	40.95
Grade 12	43.19	41.87
Greater than 12	5.22	10.05

[a]Only calculated for clients who had been assessed.

amount of prior work experience (presumably due to their higher age levels).

Although the expectation that CWEP participants' human capital characteristics would be below the average was not borne out, a second expectation that CDHSs would be more likely to provide services to CWEP clients (presumably they are the most in need) did appear confirmed in the data. In June, there were 2359 clients in CWEP, and these participants had almost 2,000 records of services being received. The predominant service was transportation assistance--accounting for about 65 percent of the service provision events. The precise distribution follows:

Child care	6	0.3%
Counseling	372	18.7
Transportation	1328	66.6
Special purchase	227	11.4
Medical	4	0.2
Other	58	2.9

7. Education and Training

As discussed earlier, the size of the ADC caseload in education and training is approximately the same as that in CWEP. In fact, for ADC clients, E&T is the largest component of the program. In June 1989, there were approximately 2,500 clients in this activity. Table 3.11 exhibits their average age, grant amount, prior work experience, and educational attainment vis-a-vis the rest of the state's caseload. Few differences can be detected. The education and training clients had slightly less educational attainment than average, and slightly more prior labor force participation.

The CRIS data exhibit a relatively low number of services provided to E&T clients. Over the 2,500 clients participating in E&T in June, only 270 service provision events were documented in CRIS. About half of those were transportation assistance. The precise distribution is as follows:

Child care	3 cases
Counseling	89
Transportation	124
Special purchase	2
Medical	2
Other	55

8. Employment

The final work program status to be examined here is employment. Recall that the analysis classified a client in the employment category if there was a specific employment record in the CRIS program subsystem. On average, over the fiscal year, there

TABLE 3.11

CHARACTERISTICS OF ADC CLIENTS IN EDUCATION AND TRAINING IN 6/89

Characteristic	E&T	Statewide Total
Average age	33.8	34.2
Average grant	$329.95	$315.64
Average monthly work experience (for non-zero months worked)	59.7	67.2
Percentage of cases with no work experience	30.1%	33.8%[a]
Education		
Less than grade 9	7.77%	7.13%
Grades 9-11	42.98	40.95
Grade 12	38.27	41.87
Greater than 12	10.97	10.05

TABLE 3.12

CHARACTERISTICS OF EMPLOYED ADC CLIENTS IN 6/89

Characteristic	Employment	Statewide Total
Average age	34.2	34.2
Average grant	$274.78	$315.64
Average monthly work experience (for non-zero months worked)	63.1	67.2
Percentage of cases with no work experience	37.0%	33.8%[a]
Education		
Less than grade 9	5.55%	7.13%
Grades 9-11	37.19	40.95
Grade 12	47.94	41.87
Greater than 12	9.32	10.05

[a]Calculated only for clients who had been assessed.

were about 950 clients in the employment status per month in the state. In June, there were 960.

The data were examined to identify the sources of placement for these clients. Most of the jobs were reported to have resulted from self-initiated actions--about 60 percent. Job Clubs were also a source of many placements--about 12 percent. The precise data on source of placement is as follows:

CDHS	60 cases	6.23%
OBES	8	0.83
Job Club	117	12.15
Contractor	73	7.58
Other	25	2.60
Self-initiated	579	60.12
Unknown	101	10.49

Table 3.12 exhibits the client characteristics for the individuals that were employed in June 1989. As would be expected, their average benefit level is lower (because they have earned income). The average for employed participants is $275/month as compared to $315 for the clientele as a whole. The share of clients who had no work experience reported on their 6802 was slightly higher than the overall average--37 percent compared to 34 percent. Finally, the individuals who were employed had higher educational attainment on average.

9. Exemptions

In addition to examining those clients that are participating in JOBS, it is of interest to look at the clients that are being exempted from JOBS. Table 3.13 provides a frequency count and distribution for the 62,400 ADC clients that were classified as exempt, but had a record in the work program subsystem in June 1989. Although the participant status code may take on 28 different values depending on the circumstances of the exemption, there are essentially seven general types of exemptions. These are exemptions related to caring for dependent children, exemptions because another adult in the case is participating, exemptions because of educational activities, age-related exemptions, illness-related exemptions, employment-related exemptions, and miscellaneous exemptions. In addition, the table shows that some individuals were not exempt according to their participant status code, but a different variable--the activity code--indicated that they were exempt.

The first nine entries in the table show the exemptions due to either being a parent, a caretaker relative, or an essential person for a young child. These exemptions represent the bulk of the total--in combination, they are over 52 percent. The next two entries relate to exemptions made because the clients are pursuing certain educational activities. Together, they only account for about 3 percent of the exemptions. Individuals under 17 and 60 or

TABLE 3.13

TYPES OF EXEMPTIONS FOR ADC CLIENTS IN 6/89

Exemption (Participant Status Code)	Number of Cases	Percentage
1. Custodial parent of a child under 1 (6)	4302	6.90
2. Custodial parent whose youngest child is 1-2 (M)	4865	7.80
3. Custodial parent whose youngest child is 3-5 (K)	3669	5.88
4. Caretaker relative of child under 1 (D)	177	0.28
5. Caretaker relative where youngest child is 1-2 (W)	179	0.29
6. Caretaker relative where youngest child is 3-5 (N)	492	0.79
7. Parent/caretaker relative of a child < 6 (7)	15,657	25.09
8. Pregnancy (B)	3269	5.24
9. Essential person--ADC (G)	59	0.09
10. Parent when other parent is registered (9)	3251	5.21
11. Another adult relative is registered (A)	81	0.13
12. Attending approved E&T (E)	3	0.00
13. Individual between 16-18 and attending school (1)	1715	2.75
14. Individual under 16 (2)	10,590	16.97
15. Aged 60+ (4)	16	0.03
16. Illness (3)	325	0.52
17. Incapacitated (5)	56	0.09
18. Required in home--illness (8)	376	0.60
19. Resident of nursing home, rest home, etc. (H)	40	0.06
20. Working at least 30 hours/week (P)	1615	2.59

TABLE 3.13 (Continued)

Exemption (Participant Status Code)	Number of Cases	Percentage
21. Grant is < $10/month (T)	4979	7.98
22. VISTA Volunteer (C)	4	0.01
23. Nonparticipation population (in designated counties) (F)	6614	10.60
24. Designated county (Stark) (X)	1437	2.30
25. Required participant, but activity code is "exempt" (R)	102	0.16
26. Volunteer, but activity code is "exempt" (V)	5	0.01
27. Exempt person who volunteers for spouse, but activity code is "exempt" (S)	3	0.00
28. Designated county (Montgomery) volunteer, but activity code is "exempt" (J)	1	0.00
Total Exemptions	62,392	100.00

over are also exempt. These are the next two exemptions and the former represents about 17 percent of the total number of exemptions. The latter is insignificant in number.

Entries 16 through 19 in the table are the illness-related exemptions and they, too, are rather small in number. Together they account for only about 1.3 percent. There are two employment-related exemptions--working more than 30 hours/week (2.59 percent) and having a grant of less than $10/month (7.98 percent).[3]

Finally, the miscellaneous exemptions include being a VISTA volunteer and being a nonparticipant in designated counties (i.e., being a control in the demonstration). These comprise rows 22 - 24 in the table and together account for about 13 percent of the exemptions. The last four entries in the table show a very small number of cases whose participant status code indicates that they should be participating, but whose activity code indicates that they are exempt.

Table 3.14 provides the summary characteristics of exempt clients relative to the statewide averages for participant. Quite dramatic differences exist. Exempt individuals are younger, have less education, and have smaller grants, on average.

D. Duration of Service

The final analysis concern was the duration of time that participants spent in the various work program statuses. Table 3.15 shows the mean length of time spent in the various components of the program by county. Before analyzing these data, several explanatory issues need to be discussed.

First of all, it is only when a client leaves a particular status that a duration is meaningful. At any point in time, a client is in a given status, but it is uncertain how much longer they will remain in that status. Thus, the duration data that are presented in the table are only for completed spells. This has implications for some of the statuses. For example, it means that the spells for employment are probably underestimated because individuals that have obtained good jobs and are staying in those jobs will not be counted in the calculation. Along similar lines, the duration for Not Job Ready will also be underestimated, but this time it is because only those persons most likely to overcome barriers have exited that status and are included in the duration statistic.[4]

---

[3]We assume that a low grant amount is due to earned rather than other sources of income.

[4]This discussion implies that at least some counties (e.g., the demonstration counties) have not reached a "steady state" level of operations.

TABLE 3.14

CHARACTERISTICS OF ADC CLIENTS CLASSIFIED AS EXEMPT IN 6/89

Characteristic	Exempt	Statewide Total[a]
Average age	24.6	34.2
Average grant	$298.28	$315.64
Average monthly work experience (for non-zero months worked)	56.52	67.2
Percentage of cases with no work experience	NA	33.8%[b]
Education		
Less than grade 9	5.55%	7.13%
Grades 9-11	46.71	40.95
Grade 12	33.11	41.87
Greater than 12	5.94	10.05

[a]Does not include exempt cases.

[b]Calculated only for clients who had been assessed.

TABLE 3.15

AVERAGE LENGTH OF TIME THAT ADC CLIENTS SPEND IN EACH JOBS COMPONENT, BY COUNTY

(Entries are in days and represent averages over the period 7/88 - 6/89)

County	Component								
	Pending Assess-ment	Pending Assign-ment	NJR	Job Club	SEP	CWEP	E&T	Other	Employ-ment
Allen	120.4	81.0	128.7	76.5	--	173.6	196.9	71.6	66.8
Athens	287.9	--	160.3	100.0	--	80.5	168.0	--	110.3
Belmont	208.9	--	272.1	83.0	--	185.2	243.1	--	82.9
Brown	----------NO DATA AVAILABLE----------								
Butler	141.8	130.5	286.9	62.0	--	280.4	198.1	65.4	222.5
Champaign[c]	150.1	--	--	--	--	--	--	--	--
Clark	197.2	56.3	162.9	58.8	--	129.6	121.2	38.0	116.8
Clermont[d]	234.8	--	58.5	--	--	29.0	47.0	--	--
Crawford	151.2	62.6	200.0	--	--	160.4	168.0	73.3	113.7
Franklin[e]	116.9	--	--	--	--	--	--	--	--
Fulton	96.4	--	198.1	--	--	137.8	165.8	--	97.1
Gallia	171.4	138.8	180.4	76.4	201.6	154.0	--	--	--
Hamilton	288.7	63.9	328.5	84.1	234.1	241.8	242.9	57.1	179.8
Hancock	147.8	--	216.5	--	--	187.3	248.1	--	--
Holmes	100.9	--	--	--	--	--	--	--	--
Knox	119.3	115.8	158.7	50.2	--	130.4	157.3	54.9	94.2
Lake[e]	312.9	--	--	--	--	--	--	--	--
Lawrence[c]	244.6	--	--	--	--	78.0	--	--	--
Lucas	278.7	148.2	175.4	103.4	--	209.3	156.1	61.8	157.3
Madison	126.4	41.2	112.6	53.5	--	79.9	80.5	--	74.8

TABLE 3.15 (Continued)

County	Component								
	Pending Assess-ment	Pending Assign-ment	NJR	Job Club	SEP	CWEP	E&T	Other	Employ-ment
Marion	185.6	--	194.8	--	--	190.2	141.0	--	170.7
Montgomery	299.9	--	168.5	73.7	152.8	216.8	137.7	64.9	158.1
Morrow	97.0	--	115.6	61.9	--	115.7	144.7	75.1	109.0
Muskingum	178.3	25.8	124.4	55.3	--	125.4	119.1	56.9	84.5
Perry[c]	186.3	--	--	--	--	30.0	--	--	--
Pickaway[b]	249.3	50.7	--	71.3	--	81.9	76.8	--	--
Pike	166.1	94.6	326.1	42.7	154.2	200.7	153.1	--	210.6
Putnam	84.6	--	225.3	--	--	128.4	102.2	--	132.4
Richland[a]	156.2	41.2	59.2	57.2	--	--	74.3	--	77.9
Sandusky	151.0	--	317.8	--	--	273.6	299.1	--	253.6
Scioto	245.9	--	184.0	100.7	--	146.3	150.5	62.4	69.0
Seneca	----------NO DATA AVAILABLE----------								
Shelby	116.5	--	194.7	41.9	--	125.2	92.6	--	93.2
Stark	247.3	119.2	259.5	71.8	--	196.3	205.5	69.8	102.0
Summit[b]	391.5	--	--	--	--	--	--	--	--
Trumbull[b]	353.7	--	--	42.2	--	59.8	--	--	--
Union	91.3	170.5	130.4	55.6	--	102.4	98.0	--	99.3
Washington	223.2	--	165.9	--	--	151.8	189.2	60.2	286.3
Wayne	113.3	50.2	157.4	60.1	--	181.1	177.2	92.7	123.5
Williams	88.9	--	81.2	47.9	--	60.8	86.4	44.8	73.3
Wood	103.9	67.9	159.1	52.9	--	125.7	156.7	--	130.5
Wyandot[b]	130.3	--	--	--	--	--	--	--	--

[a]Data cover January - June period.
[b]Data cover February - June period.
[c]Data cover March - June period.
[d]Data cover April - June period.
[e]Data cover May - June period.
--Indicates cell size too small for reliable estimate.

The second thing to keep in mind is that the duration data are given in the table only if they are based on a sample of at least 10 clients who have exited from that status. Thus, because the demonstration counties have not been operating long enough, for the most part, most of the entries in the table for them are missing.

In looking at the table, it can be seen that the average time that a client spends in the pending assessment status can range from about 90 to over 300 days. One would suspect that counties with longer durations in the pending assessment status would have larger backlogs on cases in that status and a comparison of table 3.15 with 3.3 shows that to be the case. Fewer than half of the counties had significant flows of clients out of the pending assignment status. For counties that use this status, it appears as though its duration is about 60-100 days.

An issue concerning the "not job ready" status might be that individuals do not leave this status because their barriers to employment prove to be insurmountable. This does not appear to be the case, however. The counties do have people move out of the status of "not job ready." The average length of stay in that status is typically around 200 days plus. Job Club has the least variation in average duration of any of the statuses. Almost all of the counties with enough exits from Job Club to be significant, show durations of 60-80 days.

CWEP and E&T have significant variation across the counties. Some counties apparently keep CWEP clients situated for 200 plus days, whereas, others have average durations of 100 days or less. In most counties, the education and training activity lasts slightly longer, on average, than does CWEP. Thus, it varies from 80-300 days across the counties.

The final column of the table shows the average duration of employment spells. The amount of variation across counties is again quite wide. Some counties are apparently getting clients placed into "long-term" situations with average durations of 6 months or more. On the other hand, other counties have average lengths of employment in the range of 2-3 months. Recall that employment spell lengths for all counties are underestimated because they are derived from completed spells only.

In the previous chapter, local operations across the 15 demonstration counties were examined. This chapter used CRIS data to look at operations across all JOBS counties to the extent that that data allowed. Next, we turn to a more indepth analyses of selected issues based on both the observational and CRIS data.

IV. ANALYSIS OF SELECTED TOPICS

Each of the annual reports for the process analysis will provide a venue for an indepth analysis of a few selected topics. In particular, topics examined in this year's report include work program office structure and organization, client participation rates, CWEP, and interagency linkages.

A. Office Structure and Organization

In general, the work program office can be located in the income maintenance unit (IMU), the social services unit (SSU), or as a separate unit in the CDHS. In many ways, the choice of location reflects program philosophy (although certainly other factors likely influence the choice as well). The reason a CDHS may wish to locate the work program office in an IMU is to ensure maximum coordination between the two units since the JOBS program has built-in interdependencies with income maintenance. The work program allowance must be added to participants' benefits, for example. Sanctions are generally initiated only by an IM worker, and even if they were not, if the sanction is invoked, it obviously affects the clients' benefit levels. If clients become employed either through SEP or into an unsubsidized job, benefits will change and clients will need to report their income monthly. Finally, clients associate their benefits with an IM worker, and thus, it may reduce client confusion (or manipulation of CDHS staff by clients) to house the work program in the IMU.

Social services has traditionally housed many "special" programs in ADC and, thus, a CDHS may classify JOBS as just another special program to be operated in that unit. In a less passive sense, the JOBS program may be viewed as a (social service) resource to clients to assist them out of program dependency. Just as an income maintenance worker would refer a client to social services for child care resources or for counseling, for example, case workers might consider their referral to JOBS as providing education and training for clients. Furthermore, the work program also must interact with Social Services whenever supportive services, such as child care, are required.

Finally, the philosophy behind making the work program a separate unit is one of establishing independence and a separate identity in both the clients' and CDHS staffs' minds. Since JOBS is intended to reform the system, it may be most effective as a separate unit not associated with the status quo. Furthermore, the work programs are staffed by individuals from both the IM and Social Services units, in most cases, so it might be the most expedient managerial strategy as well to sever old allegiances within the agency.

As noted in chapter 2, among the 15 demonstration counties, seven have situated the work program in the IMU, three have situated it in Social Services, and five established separate administrative units. An examination of the factors that might explain these location decisions suggest that the large metropolitan counties have a tendency to place the program in Social Services. All of the counties where the unit was in Social Services were, in fact, metro counties. Conversely, smaller counties tended to locate the unit in the IM. Because of this systematic difference, it would be difficult to attribute statistically program performance to the location of the program. However, locating the unit in an existing unit would seemingly give it a start-up advantage. Furthermore, given the inherent linkage of the IMU to work program activities, one might suspect that programs located in the IMU would have an advantage.

The data in the county-by-county tables in the appendix give a rough estimate of how long it took for the counties to get underway and achieve significant work program ADC caseloads. The following data relate those estimates to the location of the work program:

Location	Number of Counties	Number of Months Until Significant ADC Client Flow
Income Maintenance	7	3, 4, 5, 3, 6+, 2, 2
Social Services	3*	5, 2
Separate Unit	5**	6+, 3, 2, 1

*Montgomery County included here and it had been operational.
**Stark County included here and it had been operational.

These data are far from conclusive, but they show a slight tendency for counties that established separate units to have an advantage in the initial phases of the program.

The organization of the work program offices in the demonstration counties has tended toward specialization of function rather than a generic approach. Some of the smaller counties have only 1 or 2 workers in the unit, so organization is a moot point. However, in the other counties, one-third to 40 percent of the staff perform assessments/reassessments. Then the rest of the staff, except for the administrator of the unit, is divided among Job Club, CWEP, SEP, E&T, and job development. Most of the counties where the work program was separate from the IMU had established one or more positions that were liaisons to the IMU. The individuals holding these jobs followed-up on the paperwork flows between the units, trying to ensure that work allowances were processed in a timely fashion and that ongoing IMU case workers were informed about client participation in JOBS.

Meritus (1989) raised the concern that work programs were too compartmentalized and recommended more of a case management approach. It should be recognized that the skills and knowledge required to be a Job Club trainer are quite different from those required to interface with CWEP site supervisors and clients which are quite different from working with E&T providers. Among the demonstration counties, only the four largest programs had formal subunits, and it was our observation that the organization was efficient. In short, we don't see compartmentalization as necessarily opposed to case management, which we agree is an approach to consider.

B. Program Participation

The demonstration counties varied widely in terms of their rates of client participation (or attendance). For assessments, "no show" rates ranged from as little as 10 percent to as great as 90 percent across the counties. In the analysis presented here, care must be exercised in interpretation of the information because there is no uniform agreement on what is meant by participation rates and the site visit interviews did not attempt to probe rigorously for this data. Part of the county-by-county variation may simply be a difference in what is deemed to be "show" rates by county staff. Without more precision, we don't know if the variation is as wide as reported (or conceivably, even wider).

This section will recapitulate the participation data that were provided by the counties and summarize any suggestions of causality that arose during the site visits. It will then attempt to outline some concepts that could guide more rigorous attempts to measure participation in future site visits.

Brown County reported a 90 percent show rate for assessments and high show rates (not reported) for the various components. Staff here reported that the program's philosophy in the early stages of implementation was to assess as many cases as possible. In fact, we got a sense that staff felt pressured to produce high numbers. To the extent that this impression was correct and to the extent that the reported show rates were accurate, it may be inferred that a management philosophy of pressing staff to "produce" high numbers of assessment may pay off. In other words, staff may be able to influence the show rate.

Champaign County reported very low participation rates for assessments--ten percent or less for some scheduled groups. In establishing good cause, the program discovered that a number of the "no shows" had, in fact, become seasonally employed. There was a suggestion that poor weather may have had some influence and also transportation problems may have contributed as well (the CDHS is located several miles outside of Urbana, the main population center of the county).

In Clermont County, the program reported that they had reached full assessment rate capacity and that they had tracked their show rate to be about 70 percent. They did not consider this rate to be problematic. At the time of the site visit, Franklin County had not assessed any ADC clients, so they did not provide any data on participation rates.

Up until the time of the site visit to Lake County, the program had experienced about a 40 percent "no show" rate for assessments, according to staff. The rate was thought to be higher for GA clients than for ADC clients, however. An interesting question in Lake County is what effect contracting assessments to JTPA had on participation rates. On the one hand, one might suspect that individuals who had been dealing with the IM might be reticent about having to report to a different agency in a different location. On the other hand, the clients might pay more attention to correspondence from a different agency, particularly with Job Training in the name. Nevertheless, it is our understanding that JOBS is requiring that assessments be completed by the JOBS program staff, thus making the question academic.

Lawrence County's information about participation suggested that they had been achieving about a 65-70 percent show rate for GA and non-PA clients. (They had not started assessments for ADC clients at the time of the site visit.)

Montgomery County had monthly progress reports on participation that they shared with us. These reports indicated fairly low show rates for assessments--around 35 percent for ADC clients for Fair Work and around 50 percent for Work Choice. Analysis of the reports demonstrates the difficulty encountered in trying to measure show rates. The reports indicated how many ADC clients were assessed and how many clients were determined exempted/excused from assessment. The percentages cited above were the ratio of assessments plus exemptions/excused to total assessments scheduled. However, the pool of individuals that were officially exempted/excused may have been scheduled for assessment in a prior month and the individuals who did not show may be exempted/excused in future months. Furthermore, the scheduled assessments may have included clients who missed an appointment in a prior month and were rescheduled. As described below, participation rates should be calculated on a more longitudinal basis.

In Perry County, the program's estimated show rate for assessments was 75-80 percent. It attributed this high rate to the fact that, among clients in the county, the IMU has a reputation of being fairly strict. The site visit to Pickaway County preceded program implementation, so no information concerning participation was obtained. Up until the site visit to Richland County, the work program had tracked a two-thirds (67 percent) show rate.

Participation was reported to be around 50 percent in Seneca County. Work program staff suggested that rates were slightly higher for ADC clients. On the day of our site visit, 8 people had been scheduled, but only 3 showed up. (The number of these clients that were ADC cases was not determined.)

Like Montgomery County, Stark had reports showing participation. For the month of February, 280 individual assessments had been scheduled, of which 77 were ADC clients. A total of 113 showed (40.4 percent); however, the report did not identify the individuals that were assessed as ADC, GA, or non-PA cases. Furthermore, unlike Montgomery County, the report did not present the number of clients that had been excused/exempted.

Summit County did not rigorously track participation rates, but reported that their experience had been that about half of the people scheduled for assessments would show up. Their response had been to double-book their assessment schedules. Trumbull County reported that they had virtually no participation problem feeling that their experience had been show rates on the order of 90 percent. Finally, Wyandot County reported that their experience had been around 50 percent show rates.

One is struck by the wide variation in show rates across the demonstration counties. Again, great care must be taken in comparing counties due to different concepts and due to how rigorously the individual programs had collected the data. Nevertheless, the reported responses can be arrayed as follows:

90%	Brown, Trumbull
75 - 80	Perry
65 - 70	Clermont, Lawrence, Richland
60	Lake
50	Seneca, Summit, Wyandot
35 - 45	Montgomery, Stark
10 - 20	Champaign

What explains the variation? Two factors are suggested for consideration. First of all, whether the county is a metro or non-metro county seems to have some influence on show rates. The metro counties of Montgomery, Stark, and Summit are all in the 35-50 percent range. The smaller counties seem to have slightly higher rates. Of course Champaign (a rural county) and Trumbull (a metro county) are exceptions to this generalization. Second, counties that mentioned explicitly having some managerial, agency, or state "pressure" to get high numbers of assessments seemed to have higher show rates (Brown and Richland, for example).

To facilitate consideration of participation, it would be helpful to develop consistent, meaningful measures. What we suggest is that agencies track participation on what might be referred to as a longitudinal basis. First of all, agencies need to define an "assessment cycle." For example, an agency might decide that it will give a client three chances before it starts a

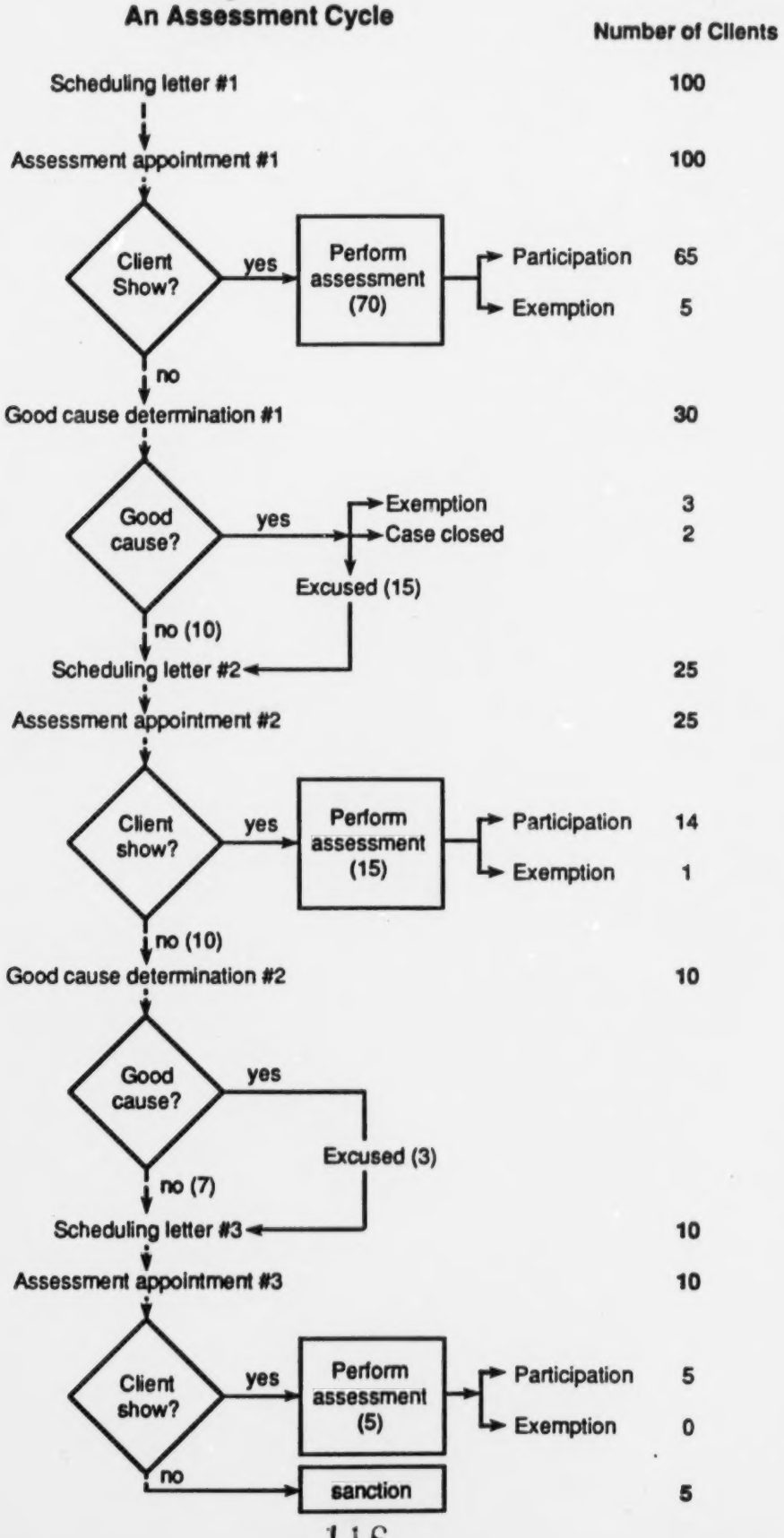
sanctioning process (as many of the agencies that we visited did). Figure 4.1 illustrates such an assessment cycle together with some example numbers for heuristic purposes. As the figure shows, clients that enter the assessment cycle must complete the cycle either as a participant in JOBS, exempt from JOBS, as a closed ADC case, or as a sanctioned case. Obviously, the cycles may take considerable time to complete, so that any point in time, a large number of clients will be in a pending assessment status, and it will not be clear whether those clients will participate or not. What is suggested is that participation rates be computed only for individuals that have completed the cycle.

Out of this construct come several measures pertinent to the management of the program. First of all, the participation rate is the percentage of clients that are assessed and assigned to some component in JOBS, or are determined not job ready (i.e., not exempted). In the figure, the participation rate is 84 percent. The assessment rate is the percentage of clients that enter the cycle and are assessed. In the example in the figure, the assessment rate is 90 percent (3 cases were found to be exempt in the process of determining good cause for missing the assessment, 2 cases were closed, and 5 sanctions took place). The show rate is the percentage of clients that show up for their initial assessment appointment, 70 percent in the example in the figure. The attendance rate is the percentage of clients that had been sent a letter that actually attend their appointed assessment. In the example, this rate is 67 percent (a total of 135 scheduling letters were sent out and a total of 90 assessments were performed). Finally an agency might be interested in an excused absence rate and a sanction rate. The former would be the share of clients that missed an assessment appointment, but for whom good cause (or a legitimate excuse) was determined (20 out of 30 from the first appointment in the cycle and 3 out of 10 in the second = 57.5 percent). The sanction rate would be the percentage of clients for whom the sanctioning process was begun; 5 percent in the example. All of these statistics are really only meaningful on a cumulative basis, or in other words, should only be calculated and reported for clients that have completed the assessment cycle.

Show rates are important because the cost per assessment rises for clients who progress into the second and third appointments. Staff have to spend time following up with clients to determine whether they had adequate excuses, scheduling letters have to be sent again, and orientation and assessment groups will not be full. Similarly, attendance rates are important because costs rise if individuals are absent. Participation rates measure how efficiently the CDHS is in channeling only the appropriate clients to JOBS. Excused absence rates demonstrate how seriously clients react to work program responsibilities.

Similar statistics should be maintained for the various components. All of these participation statistics are useful management information for the JOBS programs. However, it is

Figure 4.1
An Assessment Cycle



clear that maintaining the data will entail costs. Perhaps the CRIS-E system should eventually be modified to allow the tracking of scheduling letters and absences. Then that system could report participation statistics periodically to the local agencies.

C. Community Work Experience Program (CWEP)

Our examination of CWEP suggested that local JOBS administrators have several implicit objectives for CWEP that complement, or even dominate, the explicit objectives. According to the ODHS work program operating manual, the explicit objectives of CWEP are as follows:

(1) Give participants an opportunity to improve existing skills or learn new skills through work experience

(2) Reduce welfare dependency by preparing participants to obtain unsubsidized employment

(3) Promote the participants' self-esteem by providing an opportunity for them to engage in productive work

(4) Expand the availability of public services in the state of Ohio

(5) Provide participants with an opportunity to attend CDHS-approved education and training programs as an alternative to CWEP work site assignments

(Rule 5101:1-47-70)

Any analysis of CWEP must be conditioned by two facts. First of all, CWEP is the oldest, most established component of JOBS. As Work Relief (WR) for General Assistance recipients, it pre-dates all other components of JOBS for ADC clients. Second, despite the fact that CWEP is the most well-established component, ODHS has made it the lowest priority service to be offered.

1. The CWEP Process

The JOBS program staff that administer CWEP must deal with two parties--work-site supervisors and clients. By regulation, work sites are governmental or nonprofit agencies. Placement at private, for profit firms is not allowed. Only one or two of the counties that were visited were actively recruiting work sites. This stemmed from the fact that 80-90 percent of the current sites had been WR sites prior to JOBS and continued to work with the CDHSs. The program staff determine initially, and then on a periodic basis, how many clients each site needs and on what schedule. For each job at a work site, the staff must develop a formal job description.

At the time of assignment, these job descriptions are shown to clients and there is some negotiation between the client and program staff about site assignments. We got the general impression that staff tried to assign clients based first upon geographic location (transportation is usually problematic and there is a 'one-mile' rule that clients without transportation cannot be assigned to a site more than a mile from their residence) and second, upon skills and interests of the client. The staff considered work-site supervisors very much like a job developer considers an employer, and thus they endeavored to be as careful as possible in matching clients to work site.

The program staff calculate the monthly required hours for each client by dividing monthly grant amount by the federal minimum wage. Required hours represent the clients' obligations during the month. Under Transitions to Independence, the CWEP rules were changed to require the work program to establish the precise monthly work schedules. In most counties, this was a change from WR, where the work site often scheduled the precise days and hours. In all counties that were visited, we observed that the programs were, in fact, doing the scheduling. In the larger counties, the process was being automated. Most counties felt that the scheduling responsibility was rather onerous and in the majority of the CWEP sites that were visited, there was a great deal of flexibility and re-scheduling taking place at the work site.

As with most aspects of the program, the staff that were responsible for CWEP felt overburdened by having to interact with sites and with clients and to complete the necessary paperwork. The activity that seemed to get short-changed was site monitoring (as stated above, site development was virtually nonexistent). The site visitors were surprised by how often the occasion of the site visit was the first time the staff had met the supervisors in person.

A special type of CWEP assignment is referred to as "special projects." Here the JOBS program acts as the work site. Tools and transportation for a crew are procured with program funds. The agency then has an individual, sometimes a SEP client, act as a supervisor and the entire crew performs community service activities. We observed a county with a special projects crew in a pre-test site visit, but none of the demonstration counties had yet undertaken this activity. Richland County was anticipating developing one, however, and even listed it as one of the critical factors for program success.

The demonstration county staff were asked how often CWEP assignees were reassessed, and almost always we were told that the clients were reassessed every six months whereupon the assigned sites were changed. The reports of the work-site supervisors did not seem to confirm this, however. According to some of them, clients had often been assigned for several months and even up to years at a time.

The use of CWEP seems to vary by county and seems to be declining over time throughout the state. Table A.43 shows that, for the entire state, the CWEP monthly ADC caseload peaked in January, 1989, and has declined by almost 10 percent by June, despite the fact that more counties are included in the June figure and despite the fact that warmer weather allows outdoor sites. Among the 29 counties that operated the program prior to January, 1989, 23 had fewer CWEP clients in June than in January.[1]

2. CWEP Issues

A number of factors presumably explain the decreasing numbers of ADC clients in CWEP. In this section, we raise some of the more controversial issues or questions that we heard or that are based on our own observations. Concerns about some of these issues may explain the downward trend.

Quality of the CWEP experience. At each demonstration county, the site visitors observed a CWEP work site and interviewed at least one supervisor. All of the supervisors could easily be classified into one of two positions. They were either genuinely concerned about the clients that had been assigned to them and tried to provide training and appropriate supervision or they saw the participants as a way to get some extra work accomplished at a low cost. Typically, the former were at sites with only one or two assignees.

But even aside from the work site supervisors, we consistently heard at many of the sites the phrase "work off (their) benefits" concerning CWEP. It seems as if the emphasis of CWEP (even among many of the CDHS staff) is not on training, but rather on clients fulfilling some sort of responsibility in return for benefits. The "work off their benefits" attitude of work site supervisors and county staff is likely a carryover from the 1960s when CWEP was Work Relief.

Two of the observed sites felt that program regulations contributed to the low quality of training. In one case, disallowing weekend work caused the site to favor other workers who had been referred to the site for community service (through the criminal justice system) because no similar constraints had been placed on them and a large share of the work at this site occurred on weekends (it was a recycling center). Similarly, another site had assigned its workers to perform kitchen work and was attempting to provide training in institutional meal preparation. But a lot of the meal preparation occurred early in the morning

---

[1]A reviewer felt, however, that the January to June change may be due to data entry and programming changes and not to any actual change in participation.

and the clients were told that they did not need to report prior to 8:00 a.m.

These observations lead us to the recommendation discussed more fully in the next chapter of making CWEP more of a mentoring activity with specific training goals established.

Value of work. A benefit of the JOBS program that counties and ODHS want to claim is the value of the work performed by CWEP clients. In fact, several counties compute and publicize this number. One way to value the work is to use a starting wage rate for comparable employees. In fact, we asked the work site supervisors to provide that information and we got the following results (presented in random order to protect confidentiality):

Type of Work	Reported Starting Wage
Laundry worker	$3.95
Kitchen assistant	3.35
Sorter	5.00
Dietary aide/cook assistant	3.70/4.25
Custodial maintenance	4.50
Custodian/maintenance	4.00
Day care attendant	3.35
Custodian--substitute/permanent	4.10/7.10
General labor	4.50
Clerical assistant	4.00-4.00
Maintenance	5.50
General labor	5.00
Custodian	4.86
Litter crew/general labor	3.35/4.49
Laundry worker/maintenance worker	3.55-3.85/5.50

Despite the fact that CWEP workers are performing jobs with starting wages that are usually above minimum wage, required hours are calculated using the minimum wage.

Displacement. As noted in chapter 1, some studies suggest that CWEP may be displacing paid workers. The regulations require that the work sites guarantee, as part of their agreement with the CDHS, that no displacement will occur. However, it might be argued that avoiding displacement is more difficult than a simple assurance that no paid workers are terminated. To the extent that CWEP workers perform services that would be accomplished by paid workers in the absence of CWEP, there is some potential for displacement. If however, the work is of a voluntary nature or goes above and beyond what would have been accomplished in the absence of CWEP workers, then less of a displacement case can be made. The problem is that it may be argued that jobs that provide the best training are likely to be those that are most likely to engender displacement.

Private sector sites. Because of concerns about the quality of their present sites and the small likelihood that these sites would ultimately hire clients, two of the JOBS program administrators suggested that the regulations be relaxed to allow work sites at profit-making firms in the private sector. (Voluntary work experience with private employers has been possible since 1982.) In both cases, the administrators recognize that the sites would need to be monitored carefully, but they felt that the training in terms of employability skills and potential for hiring outweighed the costs of increased monitoring. In short, they felt that sites at for-profit firms in the private sector were feasible to administer.

CWEP "stars". An issue that came up at a CDHS that was not one of the demonstration counties, but that had been visited as a pre-test site, as well as at two of the demonstration counties was the notion of actively reviewing the CWEP rolls to find clients who were participating fully to expectations and were getting "lost in the system." There was a concern that the only clients that come of the attention of the program administrators were those that had problems associated with their assignments. Active desk reviews were being initiated to find the so-called "stars" and to get them directed into other components of the program.

3. Implicit Objectives

Certainly in every county, it was clear that staff understood that the CWEP component was aimed at providing basic employability skill development for clients who have little work experience and low educational attainment and they were assigning clients for this purpose. However, CWEP also seemed to be targeted to some other implicit or unstated objectives. For example, staff felt that it had good public relations value. Communities were told of how clients were "working off their benefits", were told of the aggregate value of services provided by clients in CWEP, and, in some cases, could see the special project crews performing community service. Another implicit objective in some counties was the use of CWEP for punitive purposes. One JOBS program administrator indicated that it was used for "attitude adjustment." Finally, an implicit objective of CWEP is its job development potential. The best sites were deemed by program administrators to be those that may potentially hire clients.

D. Interagency Linkages

Interagency linkages are important in JOBS to overcome resource limitations, to eliminate inefficient, duplicative services, and to provide services to clients that some CDHSs do not have the capability to deliver. The first point to be made here is the distinction between interagency coordination and interagency linkages. Coordination of two or more entities suggests joint planning or administration of programs where the

parties commit resources to the interaction and both parties expect to realize gains from the interaction. Interagency linkages simply represent interactions such as purchase of services. All of the demonstration counties have linkages in place with education and training providers and local social service agencies, at a minimum.

A few of the counties were coordinating with other agencies. The Champaign County work program was jointly conducting assessment with JTPA and jointly developed the Job Club curriculum that was being used. The Director of the Montgomery County Human Services Department was actively involved in a local human services board that coordinated social service budgets and services throughout the county. Several CDHS directors were serving on local Private Industry Councils (PICs).

Of policy interest is the degree to which JOBS staff interact with the JTPA program. Table 4.1 shows that 10 counties were contracting with JTPA. Another three had formerly worked with JTPA. The primary type of linkage with JTPA was contracting for Job Club training, but also CDHSs were referring clients to JTPA for E&T, SEP, and even assessments in some cases.

The relationships between work programs and JTPA ranged from very bad to very good. In some cases, JTPA was seen as more powerful politically and it was an agency to fear. In other cases, JTPA was seen as losing budget and esteem, and was an agency that had more to gain from interaction than did the CDHS. In still other circumstances, JTPA was seen as the most appropriate provider of training services and a valuable resource.

Some policy makers are suggesting more coordination between JOBS and JTPA. Based on our observation and on what program staff told us, this would probably be far less desirable than the current flexible scheme of allowing the work program to manage its own interagency linkages. Where the programs have found it to be advantageous, they are coordinating or contracting with JTPA. In short, we suspect that if there were coordination gains to be derived at the local level, that coordination would already be in place.

TABLE 4.1

JOBS PROGRAM INTERACTION WITH JTPA

County	Interaction
Brown	Previously had Job Club with JTPA but discontinued due to contractual difficulties.
Champaign	(1) Joint Assessment, (2) Job Club, (3) SEP (not started).
Clermont	None.
Franklin	None. JTPA had operated supported work.
Lake	(1) Assessments, (2) Job Club, (3) E&T, (4) SEP (not started).
Lawrence	(1) Job Club, (2) SEP (not started).
Montgomery	Job Club (1 of 4 providers).
Perry	Job Club.
Pickaway	Job Club.
Richland	Job Club.
Seneca	(1) Job Club, (2) SEP (not started).
Stark	Previously had Job Club, but moved in-house.
Summit	Job Club (1 of 3 providers).
Trumbull	None.
Wyandot	Job Club.

V. POLICY AND OPERATIONAL RECOMMENDATIONS

The purpose of this final chapter is to provide ODHS and county administrators with programmatic suggestions geared toward improving program operations as Fair Work turns into JOBS and as JOBS is implemented in new counties. The suggestions are offered because the evaluation has a formative component as well as a summative emphasis. In all cases, the suggestions are inferred from observations that were made on site, from comments made by program staff, or from analyses of the CRIS data. However, in no case have the various suggestions been tested rigorously--i.e., comparing program outcomes with and without the recommendation implemented. Therefore, we recommend that the state and counties review them as to their efficacy and viability within the operational constraints of JOBS. No attempt has been made here to sort the suggestions with regard to priority or feasibility.

The chapter first presents suggestions concerning the various JOBS components for clients. It then offers suggestions relevant to CDHS management of the program, and finally, it raises issues directed to the ODHS administration statewide.

A. Suggestions Concerning Program Components

Many counties are experiencing relatively low attendance rates at the initial assessment of clients. If one considers the fact that the major objective of JOBS, as the successor to Fair Work, is to prepare all employable ADC recipients for productive jobs and careers, it is hard to imagine how that objective can be reached if past patterns continue; i.e., half of the clients do not bother to show up for assessments. What is particularly striking is that the correspondence sent to clients indicates that an absence may jeopardize their benefits and yet, clients still do not show. The work program staff tend to bend over backwards for clients and reschedule up to two or three times. However, these staff need to consider the fact that the costs of assessments increase considerably for each client that doesn't attend a scheduled appointment and that the resources used up to cover these costs could potentially be deployed more effectively in other components of the program.

From our observation, we concluded that it is not entirely the fault of the clients that attendance rates are mediocre. The typical procedure that the work program staff follows is to identify required cases and to send a letter that requires attendance at a specific time and date. It should be recognized that attending often requires transportation and child care arrangements and yet the time between the date of the letter and that of the required appointment was usually less than seven days. The copies of the letter sent to the clients that we reviewed were very sternly worded and, in several instances, indicated that transportation difficulties was not a legitimate excuse.

We did not observe it, but we have learned that some counties offer orientation and assessment in neighborhood centers or schools. We should encourage this practice, particularly in counties where the CDHS is not easily accessible by public transportation. We did observe counties that provided child care to individuals at assessment. This practice may be administratively difficult to implement, but where feasible, we would encourage such arrangements. Furthermore, response may improve if clients were given 2 or 3 choices about day and time and asked to respond ahead of time to "reserve their place." It may take a program some time to work out the "bugs" for such a choice system, but in general, it seems as feasible as the current practice of double or triple booking assessments because of low expected attendance. This leads to our first recommendation:

> **Recommendation 1:** Take the steps necessary to improve participation rates at assessments. For example, use more outreach techniques such as conducting assessments at various neighborhood centers or schools. Where feasible, provide child care and/or transportation to clients. Give clients a choice of 2 or 3 scheduled times and have them respond ahead of time.

With the large backlogs of participants in pending assessment status, it may be easy to let reassessments slide by. However, one suspects that it would then become easy for a client to remain stuck in their assignment or to lose enthusiasm and not progress toward employability goals. Indeed, some counties are finding that to be the case with CWEP clients that have been assigned too long. Thus we suggest--

> **Recommendation 2:** Keep to structured reassessment schedules. Face-to-face reassessments should occur at least every six months.

The new emphasis of JOBS on the education and training component should be easily accommodated by the JOBS counties. The CRIS data indicate a trend toward increased assignments into E&T and the majority of program staff that were interviewed placed highest emphasis on it. Most of the individuals interviewed were realistic about the fact that the payoff from E&T as a strategy will likely be slow, but hopefully it will be sure. JOBS is mandating formal testing at the initial assessment but not at the required reassessments. Concomitant with a more structured reassessment schedule, we suggest that formal testing be required periodically for all clients. Such testing will give the JOBS staff feedback about the progress that a client is making. The test results may encourage clients to participate more actively or they may help clients be more realistic about employability goals. Finally, more testing will document for the program the achievements in basic skills that may be important as a measurable outcome. This leads us to the following recommendation:

Recommendation 3: Perform periodic (presumably annual) testing of clients' basic skills to measure gains in achievement. Such gains can be used to complement employment and earnings as program outcomes.

The SEP component of JOBS is virtually nonexistent (less than 1 percent of clients that have been assessed participate in it). ODHS appears to bear a large share of the responsibility for the lack of implementation in demonstration counties. Program staff in two counties reported that they were told by ODHS staff to delay the implementation of SEP because of a "bug" in CRIS that was causing records to be dropped when SEP activity was entered, however. ODHS representatives deny such a condition ever occurred. Other concerns about SEP include rumors about delays in grant diversion in some counties, concerns about stepping onto JTPA turf, concerns about employer exploitation, and concerns about potential employer dissatisfaction with client referrals. Objectively, SEP should make it or not on its own merit, regardless of the status of the management information system. Concerns about employer exploitation or employer dissatisfaction with clients carried to the extreme imply that unsubsidized employment is not a reasonable outcome to expect for clients. But indeed, a large share of clients are finding unsubsidized employment. Realistically, there may be limits to what can be done, but probably more than is being done now. Therefore, we offer our next recommendation:

Recommendation 4: Place more emphasis on SEP. Consider linking with JTPA's on-the-job training component to provide employers with significant wage subsidies. Publicize SEP to the employer community.

The previous chapter of the report considered the CWEP component at some length. There seem to be problems concerning the quality of the work experiences and the amount of training that clients receive. The best situations seemed to be occurring where a supervisor was working with only one or two clients in a "mentoring" role. Along a different dimension, there seemed to be some inequity in "compensation." CWEP workers have required hours determined by using $3.35/hour when paid employees in the same jobs are receiving higher pay.

CWEP could be restructured to have more and better incentives. For example, in Champaign County, employers provide an evaluation of clients every month when they turn in hours reports. (See figure 5.1 for a copy of the evaluation form used.) The program could be modified so that if clients receive good evaluations, they would receive "raises" (in the form of reduced required hours or in actual cash payments out of JOBS funds).[1]

[1]As of July 1, 1989, it is possible to give CWEP clients "raises" by recalculating the value of the hours they work. This can be done after the client has 9 months of service in the CWEP assignment. Reducing required hours or cash payments would be out of compliance with the program rules and regulations as currently formulated, however.

Figure 5.1

CHAMPAIGN COUNTY DEPARTMENT OF HUMAN SERVICES

CWEP TIMESHEET

Worker's name:

Address :

is required to work hours during the month of September

Worksite :

Supervisor :

TO THE SUPERVISOR: Please complete and sign this timesheet and return it to the Champaign County Department of Human Services on the last working day of the client.

Date	Hours	Initials	Date	Hours	Initials

SUPERVISOR : Please complete this evaluation every month.

	Poor	Fair	Good	Excellent
Dependability				
Punctuality				
Appearance				
Knowledge of work				
Initiative				
Attitude				
Cooperation				
Ability to learn new jobs				

Comments:

I certify the above named individual has participated in CWEP for the periods of time specified above.

_____ _____

Supervisor's signature Date

Not only would clients have incentives to work for, but also the inequity problems would diminish.

Our recommendation concerning CWEP follows:

Recommendation 5: Structure CWEP so as to provide better training opportunities. Job descriptions should include vocational competencies to be achieved and the attainment of those competencies should be documented. (Competencies could include employability skills such as good attendance, timeliness, or effective interaction with coworkers.) Encourage employer evaluations and feedback to clients.

Montgomery County had considerable success with contracting for placements into unsubsidized employment. It strikes us that other counties should be able to replicate this. So we recommend:

Recommendation 6: Consider performance-based contracts with labor market intermediary organizations such as OBES to develop and place clients into unsubsidized jobs.

B. Suggestions Concerning Local Management

In general, we were favorably impressed by the capabilities of the staff and managers that we interviewed. The staff seemed to enjoy the opportunity of being able to help clients and believed in the program. An area that staff seemed to feel needed more attention was adequate professional development opportunities. Most staff had been able to attend one or more of the ODHS training sessions, but they often found that these sessions were not pertinent to their job duties (staff responsible for CWEP did not want to hear about E&T, hearings, or data reporting for example) and too technical in content to be meaningful as a general overview (regulations from the operating manual were explained in detail). These staff felt that small discussion groups with many more examples would have been an improvement.

But in addition to training concerning the specifics of the program, staff were interested in general training. For example, Lawrence County had contracted with a group from Ohio University to provide training on interviewing techniques. Our recommendation in this area is as follows:

Recommendation 7: Provide adequate professional development opportunities and training for work program staff. The opportunities need to be specific to JOBS and also of a more general nature. Examples of the latter would include subject matters such as interviewing techniques, career guidance principles, or learning styles.

After visiting the demonstration counties, we became keenly aware of the importance of the position of Work Program Administrator. This person is unique within the CDHS in the amount of interaction that they must have with external parties (contractors, service providers, public relations, ODHS personnel, employers, other community agencies) and with clients and their own staff. We are convinced that this person will be key to the success of the program. If CDHSs are not already aware of it, they need to understand quickly the importance of this position. It needs to be filled carefully and compensation needs to be adequate. (The incumbents in the demonstration counties were, for the most part, quite capable in our opinion.) Our eighth recommendation is as follows:

> **Recommendation 8:** To the extent possible within the structure and policies of the Department of Administrative Services, the job descriptions and compensation of the JOBS Program Administrator should reflect the complexity of tasks and interactions for which these individuals are responsible.

Finally, we suggest that a movement toward a case management approach for JOBS participants should be seriously considered. Between the IMU and JOBS, a client may encounter an intake worker, an ongoing case worker, a JOBS assessment specialist, and potentially multiple work program component specialists (e.g., CWEP followed by E&T). Thus, given the number of CDHS staff that clients encounter, the question may be legitimately asked of who does the client report to when there are changes in circumstances or when there are questions or concerns. Perhaps more importantly, is which of the staff, <u>if any</u>, does the client relate to?

Within the JOBS program, it might be argued that component specialists make sense because it takes different skills to be a Job Club trainer as opposed to an assessment worker as opposed to a CWEP specialist. Therefore, the case management should be done within a component. That is, a client is assigned to the individual responsible for a component until reassessment is undertaken and a new assignment occurs. To reduce client confusion, it is suggested that administration of the client's benefit be transferred to the work program as long as the client is participating there.

> **Recommendation 9:** Consider a case management approach within JOBS in which clients are "managed" by a component specialist as long as they participate in that component. Benefit responsibility should transfer to the case manager in the JOBS unit as well.

C. Suggestions for ODHS Administration

The work program regulations require the submission of annual plans from each county, but ODHS has relaxed this requirement. Only counties that are implementing JOBS are required to submit a plan. In particular, the 13 new Transitions to Independence counties responded to a thorough, structured set of questions from ODHS. In talking to the counties, they felt that circumstances had changed and made a lot of the plans they had developed obsolete, but they had found the process of planning to be very helpful in establishing priorities and procedures. We recommend therefore:

> **Recommendation 10:** ODHS should require the submission of annual plans for all JOBS counties. The plans should outline numerical goals for all the components, discuss problem areas and suggested resolutions, include a table of organization for the CDHS and JOBS Program, and set priorities for the year.

The counties varied widely in their degree of automation. Some counties had several microcomputers and other counties did not have a single personal computer in the entire agency. Some counties produced internal performance reports for management purposes. Others didn't. But even where there were reports, the data were sometimes inconsistent and hard to interpret. What the counties have in common is the CRIS (soon to be CRIS-E) system and, in theory, that system should be able to generate consistent county-specific performance data (similar to the data in chapter 3 of this report). Furthermore, it should have a query capability that would allow counties to access information about their caseloads. We make the following recommendation:

> **Recommendation 11:** ODHS should use CRIS (CRIS-E) to generate county-specific performance reports on a monthly basis as a management tool for the CDHSs. Furthermore, CRIS (CRIS-E) should have a query capability for counties to use to access information concerning their own caseloads.

Finally, following the analysis of interagency linkages provided in chapter 4, we suggest the following:

> **Recommendation 12:** Continue to give local programs flexibility to contract services or provide them in-house. There has been great variability across counties and even within counties in how well interagency linkages or contracting have worked or not worked. As a consequence, mandated interagency linkages will not always result in program improvement.

This report has attempted to highlight the key findings from the process analysis to date. It likely has missed some important issues or overemphasized some factors that may be less important.

Discussions with ODHS staff and county staff suggest that it is on target in some areas, at any rate. It is hoped that its consideration will contribute to the improvement of JOBS.

APPENDIX

WORK PROGRAM PERFORMANCE DATA, BY COUNTY

TABLE A.1

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN ALLEN COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	142	192	188	199	203	190	202	195	166	152	137	172	178.2
Pending Assignment	13	10	12	8	6	8	8	9	11	9	9	7	9.2
Not Job Ready	18	13	11	13	15	23	32	37	41	44	39	35	26.8
Job Club	21	18	27	34	33	32	32	23	12	18	21	13	23.7
SEP	2	3	3	3	1	1	2	3	3	2	1	1	2.1
CWEP	151	135	151	167	162	163	177	165	156	152	157	153	157.4
E&T	52	55	65	75	83	82	89	92	98	99	87	78	79.6
Employment	10	10	9	10	17	16	15	17	18	18	21	11	14.3
Other	4	9	15	12	10	16	13	18	19	24	28	17	15.4
Subtotal	413	445	481	521	530	531	570	559	524	518	500	487	506.6
Exempt	2143	2133	2161	2173	2195	2151	2103	2041	1996	1962	1880	1803	2061.8
Total	2556	2578	2642	2694	2752	2682	2673	2600	2520	2480	2380	2290	2568.3

TABLE A.2

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN ATHENS COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	545	552	526	523	536	516	474	466	442	408	379	357	477.0
Pending Assignment	5	4	5	5	3	2	3	2	3	3	3	6	3.7
Not Job Ready	27	30	31	32	35	34	32	32	30	15	24	28	29.2
Job Club	28	29	25	17	21	12	13	9	12	22	21	21	19.2
SEP	5	5	8	8	7	6	4	4	5	6	5	5	5.7
CWEP	10	11	11	8	6	6	29	42	43	38	30	39	22.8
E&T	106	115	131	159	163	154	195	209	218	239	261	210	180.0
Employment	13	16	29	32	35	33	40	40	36	37	39	33	31.9
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	739	762	766	774	806	763	790	804	789	768	762	699	769.3
Exempt	1108	1131	1127	1120	1131	1099	1062	1026	995	965	956	917	1053.1
Total	1847	1893	1893	1894	1937	1862	1852	1830	1784	1733	1718	1616	1822.4

TABLE A.3

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN BELMONT COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	359	352	344	382	415	426	454	437	427	413	381	373	396.9
Pending Assignment	0	0	0	1	0	0	0	0	0	0	0	1	0.2
Not Job Ready	204	164	147	146	133	131	126	114	110	105	98	97	131.3
Job Club	12	12	13	11	13	8	10	7	16	21	36	26	15.4
SEP	9	9	9	9	5	5	4	4	2	2	8	13	6.6
CWEP	142	122	118	142	132	141	141	121	121	103	104	111	124.8
E&T	115	109	139	167	175	179	196	202	204	208	180	125	166.6
Employment	21	28	32	33	22	27	31	25	24	21	21	21	25.9
Other	0	0	1	3	2	0	0	0	0	0	0	1	0.6
Subtotal	862	896	903	894	902	917	962	910	904	873	828	768	868.3
Exempt	2116	2118	2117	2102	2101	2056	2025	1943	1912	1869	1820	1699	1989.8
Total	2978	2914	2920	2996	3003	2973	2987	2853	2816	2742	2648	2467	2858.1

TABLE A.4

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN BROWN COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	102	107	109	114	123	258	322	339	338	335	322	274	228.6
Pending Assignment													
Not Job Ready							NO SIGNIFICANT						
Job Club							MONTHLY ACTIVITY						
SEP							THROUGH JUNE/89						
CWEP													
E&T													
Other													
Employment													
Subtotal	----------N/A----------												
Exempt	553	565	574	600	612	496	445	427	430	425	416	425	497.3
Total	----------N/A----------												

TABLE A.5

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN BUTLER COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	317	326	310	327	324	338	344	366	330	315	286	303	323.8
Pending Assignment	62	62	78	129	140	145	147	107	126	135	131	107	114.1
Not Job Ready	110	85	85	94	94	84	86	87	99	100	111	109	95.3
Job Club	18	14	51	53	63	69	75	74	61	58	36	36	50.7
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	171	164	195	178	172	185	161	171	159	155	160	144	167.9
E&T	58	58	79	100	106	110	124	122	120	116	117	102	101.0
Employment	80	83	97	103	104	96	93	84	84	79	72	67	86.8
Other	5	6	6	3	3	2	1	4	2	4	2	2	3.3
Subtotal	821	798	901	987	1006	1029	1031	1015	981	962	915	870	943.0
Exempt	3483	3531	3560	3581	3669	3572	3474	3359	3282	3210	3222	3165	3426.1
Total	4304	4329	4461	4568	4675	4601	4505	4374	4263	4172	4142	4035	4369.1

TABLE A.6

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN CHAMPAIGN COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	43	43	44	45	45	78	106	116	112	110	96	93	77.6
Pending Assignment									1	1	1	1	1.0[a]
Not Job Ready									0	0	0	0	0.0[a]
Job Club				NO SIGNIFICANT					1	1	0	2	1.0[a]
SEP				ACTIVITY UNTIL					0	0	0	0	0.0[a]
CWEP				MARCH/89					0	1	0	8	2.3[a]
E&T									0	5	5	6	4.0[a]
Employment									3	2	3	3	2.8[a]
Other									0	0	0	0	0.0[a]
Subtotal	----------N/A----------								117	120	105	111	113.3[a]
Exempt	419	427	439	452	462	407	375	341	319	297	297	289	377.0
Total	----------N/A----------								436	417	402	400	413.8[a]

[a]4--Month Average

TABLE A.7

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN CLARK COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	499	514	524	526	531	525	536	521	493	463	430	470	502.7
Pending Assignment	91	69	81	70	70	76	71	62	77	82	80	60	74.1
Not Job Ready	42	50	58	62	67	67	64	69	66	70	70	70	62.9
Job Club	16	15	16	34	36	27	26	23	21	21	29	47	25.9
SEP	2	2	3	4	4	5	5	6	5	5	5	5	4.3
CWEP	53	57	61	60	54	49	65	69	58	62	61	51	58.3
E&T	53	53	71	98	102	98	96	99	108	91	93	76	86.5
Employment	81	100	106	118	131	132	132	132	148	160	152	131	126.9
Other	0	0	0	0	0	1	0	5	2	0	1	3	1.0
Subtotal	837	860	920	972	995	980	995	986	978	954	921	913	942.6
Exempt	3214	3245	3259	3266	3329	3266	3144	3049	2953	2873	2845	2781	3102.0
Total	4051	4105	4179	4238	4324	4246	4139	4035	3931	3827	3766	3694	4044.6

TABLE A.8

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN CLERMONT COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	289	295	304	312	383	546	611	625	707	704	693	676	512.1
Pending Assignment										1	1	1	1.0[a]
Not Job Ready						NO SIGNIFICANT				1	9	10	6.7[a]
Job Club						ACTIVITY UNTIL				0	2	2	1.3[a]
SEP						APRIL/89				0	0	0	0.0[a]
CWEP										0	1	11	4.0[a]
E&T										3	15	22	13.3[a]
Employment										1	1	1	1.0[a]
Other										0	0	0	0.0[a]
Subtotal	----------N/A----------									710	722	723	718.3[a]
Exempt	2030	2080	2124	2165	2149	1944	1825	1766	1680	1609	1553	1540	1872.1
Total	----------N/A----------									2319	2275	2263	2285.7[a]

[a]3-Month Average

TABLE A.9

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN CRAWFORD COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	95	89	104	108	101	111	117	105	81	76	71	98	96.3
Pending Assignment	19	22	16	27	26	16	21	22	32	23	15	23	21.8
Not Job Ready	36	38	34	37	44	45	44	51	47	45	45	35	41.8
Job Club	0	0	0	0	0	0	0	0	0	0	0	0	0.0
SEP	2	1	1	0	0	1	2	3	3	4	3	3	1.9
CWEP	21	24	22	23	26	26	25	26	24	22	20	25	23.7
E&T	37	44	48	55	68	67	64	68	73	74	54	39	57.6
Employment	39	29	29	29	30	30	32	38	31	27	26	27	30.6
Other	0	0	1	0	0	1	1	0	0	1	4	3	0.9
Subtotal	249	247	255	279	295	297	306	313	291	272	238	253	274.6
Exempt	748	762	775	779	810	780	739	706	679	644	624	613	721.6
Total	997	1009	1030	1058	1105	1077	1045	1019	970	916	862	866	996.2

TABLE A.10

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN **FRANKLIN** COUNTY

Component	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	131	134	135	142	157	209	237	254	286	288	228	221	201.8
Pending Assignment											0	0	0.0[a]
Not Job Ready											73	91	82.0[a]
Job Club					NO SIGNIFICANT						30	35	32.5[a]
SEP					ACTIVITY UNTIL						0	0	0.0[a]
CWEP					MAY/89						1	1	1.0[a]
E&T											3	2	2.5[a]
Employment											2	2	2.0[a]
Other											0	0	0.0[a]
Subtotal	----------N/A----------										337	352	345.5[a]
Exempt	24,693	25,021	25,321	25,610	25,856	25,393	24,968	24,544	24,047	23,710	23,493	23,351	24,667.3
Total	----------N/A----------										23,830	23,703	23,766.5

[a]2-Month Average

TABLE A.11

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN FULTON COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	13	17	18	7	12	10	11	15	13	9	12	10	12.3
Pending Assignment	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Not Job Ready	29	29	27	31	37	41	41	36	29	28	30	30	32.3
Job Club	0	0	3	3	2	0	2	1	1	0	0	0	1.0
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	10	7	5	5	7	8	5	8	9	9	10	10	7.8
E&T	18	15	17	16	21	25	26	21	23	28	22	22	21.1
Employment	6	6	7	11	12	12	13	13	9	12	12	14	10.6
Other	1	1	1	0	0	0	0	0	0	1	0	0	0.3
Subtotal	77	75	78	73	77	96	98	94	84	87	86	86	85.4
Exempt	245	249	251	247	254	247	230	218	220	215	219	220	234.6
Total	322	324	329	320	331	343	328	312	304	302	305	306	320.0

TABLE A.12

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN GALLIA COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	222	198	194	205	200	205	219	210	197	191	181	170	199.3
Pending Assignment	14	16	19	19	20	24	25	22	29	26	25	29	22.3
Not Job Ready	82	136	139	134	155	174	171	158	146	148	142	143	144.0
Job Club	0	20	15	20	21	16	19	15	8	1	1	0	11.3
SEP	6	6	8	9	8	8	4	4	4	5	5	5	6.0
CWEP	36	91	117	122	145	143	144	144	131	140	123	118	121.2
E&T	1	2	2	1	1	1	1	0	0	2	11	17	3.3
Employment	0	0	0	0	0	0	1	1	2	5	3	2	1.2
Other	0	1	2	2	1	1	2	1	0	0	0	1	0.9
Subtotal	361	470	496	512	551	572	586	555	517	518	491	485	509.5
Exempt	923	944	947	937	938	923	927	906	896	884	872	879	914.7
Total	1284	1414	1443	1449	1489	1495	1513	1461	1413	1402	1363	1364	1424.2

TABLE A.13

MONTHLY WORK PROGRAM CASELOADS BY COMPOENT
FOR FISCAL YEAR 1989 IN HAMILTON COUNTY

Component	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	2287	2413	2385	2484	2445	2497	2381	2258	2207	2104	2073	2142	2306.3
Pending Assignment	13	17	28	23	36	43	69	61	68	65	54	41	43.2
Not Job Ready	534	525	503	501	502	489	479	446	420	416	444	504	480.3
Job Club	66	63	99	154	163	148	114	111	113	142	148	153	122.8
SEP	29	33	37	43	42	40	36	34	39	37	45	47	38.5
CWEP	427	405	423	527	578	626	628	605	580	536	435	392	513.5
E&T	480	510	530	579	641	610	635	663	678	638	600	502	588.8
Employment	162	165	193	211	233	232	147	121	120	127	137	149	166.4
Other	8	4	6	18	20	24	25	32	30	34	41	49	24.3
Subtotal	4012	4135	4204	4540	4660	4709	4514	4331	4255	4099	3977	3979	4284.1
Exempt	20,499	20,663	20,844	20,894	21,040	20,453	20,026	19,801	19,426	19,048	18,843	18,486	20,001.9
Total	24,511	24,798	25,048	25,434	25,700	25,162	24,540	24,132	23,681	23,147	22,820	22,465	24,286.0

TABLE A.14

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN HANCOCK COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	55	74	74	78	75	74	71	73	68	74	73	75	72.0
Pending Assignment	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Not Job Ready	19	16	19	17	20	17	17	16	17	13	11	9	15.9
Job Club	1	2	0	0	0	0	0	0	0	1	1	0	0.4
SEP	1	1	1	0	0	0	0	0	1	1	1	1	0.6
CWEP	10	10	13	15	17	18	22	19	17	16	14	7	14.8
E&T	17	17	20	22	21	22	25	22	20	21	18	12	19.8
Employment	10	9	8	9	6	4	4	3	2	2	2	2	5.1
Other	0	0	0	1	0	0	0	1	0	1	1	0	0.3
Subtotal	113	129	135	142	139	135	139	134	125	129	121	106	128.9
Exempt	434	438	446	447	466	450	452	410	401	381	389	371	423.8
Total	547	567	581	589	605	585	591	544	526	510	510	477	552.7

TABLE A.15

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN HOLMES COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	8	11	9	7	10	16	19	18	19	13	16	18	13.7
Pending Assignment	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Not Job Ready	2	3	2	4	5	5	3	3	3	3	3	1	3.1
Job Club	2	2	0	0	0	0	0	0	0	1	0	0	0.4
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	2	1	1	2	2	3	4	5	6	6	3	1	3.0
E&T	3	1	2	4	5	5	5	6	7	6	6	3	4.4
Employment	1	0	2	0	0	0	0	0	0	4	3	2	1.0
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	18	18	16	17	22	29	31	32	35	33	31	25	25.6
Exempt	68	70	78	75	82	79	76	76	75	74	78	88	76.6
Total	86	88	94	92	104	108	107	108	110	107	109	113	102.2

TABLE A.16

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN KNOX COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	96	108	111	100	98	108	115	98	94	100	80	104	101.0
Pending Assignment	12	16	15	16	18	21	18	17	18	17	14	16	16.2
Not Job Ready	55	32	14	17	14	15	14	11	13	12	8	46	20.9
Job Club	4	4	2	4	3	2	5	4	3	1	2	0	2.8
SEP	0	0	0	0	0	0	0	0	0	0	0	3	0.3
CWEP	17	20	40	50	50	60	63	66	65	60	33	22	45.5
E&T	5	5	7	12	14	14	16	18	17	17	7	3	11.3
Employment	17	17	22	18	19	14	16	17	15	16	19	19	17.4
Other	0	0	0	0	0	1	1	2	2	1	1	4	1.0
Subtotal	206	202	211	217	216	235	248	233	227	224	164	217	216.7
Exempt	620	625	636	642	669	646	635	609	591	603	583	527	615.5
Total	826	827	847	859	885	881	883	842	818	827	747	744	832.2

TABLE A.17

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN LAKE COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	211	214	217	221	230	254	267	320	368	426	441	445	301.2
Pending Assignment											1	1	1.0[a]
Not Job Ready					NO SIGNIFICANT						1	2	1.5[a]
Job Club					ACTIVITY UNTIL						3	4	3.5[a]
SEP					MAY/89						0	0	0.0[a]
CWEP											2	2	2.0[a]
E&T											3	5	4.0[a]
Employment											5	8	6.5[a]
Other											0	0	0.0
Subtotal	----------N/A----------										456	467	461.5[a]
Exempt	1637	1678	1705	1727	1763	1710	1693	1616	1545	1486	1431	1365	1613.0
Total	----------N/A----------										1887	1832	1859.5[a]

[a]3-Month Average

TABLE A.18

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN LAWRENCE COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	671	690	709	724	752	1171	1297	1367	1395	1364	1198	1103	1036.8
Pending Assignment									0	0	1	1	0.5[a]
Not Job Ready				NO SIGNIFICANT					1	1	1	1	1.0[a]
Job Club				ACTIVITY UNTIL					0	1	0	1	0.5[a]
SEP				MARCH/89					0	0	1	1	0.5[a]
CWEP									5	4	156	205	92.50[a]
E&T									6	9	22	25	15.5[a]
Employment									2	3	9	8	1.8[a]
Other									0	0	0	0	0.0[a]
Subtotal	----------N/A----------								1409	1382	1388	1345	1381.0[a]
Exempt	3189	3225	3267	3323	3333	2937	2748	2637	2534	2442	2368	2294	2859.1
Total	----------N/A----------								3943	3824	3756	3639	3790.5[a]

[a]4-Month Average

TABLE A.19

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN LUCAS COUNTY

Component	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	1855	1917	1935	1955	1969	1952	1935	1907	1879	1848	1832	2263	1937.3
Pending Assignment	74	47	43	38	24	16	9	8	13	13	9	1	24.6
Not Job Ready	24	25	27	35	46	49	40	37	37	40	41	39	36.7
Job Club	40	67	92	86	84	76	74	69	54	43	46	30	63.4
SEP	0	0	0	0	0	0	0	0	1	1	1	1	0.3
CWEP	44	55	59	59	60	65	67	68	66	64	67	58	61.0
E&T	49	54	71	83	81	78	77	81	78	83	95	65	74.6
Employment	30	31	37	46	60	52	65	60	48	53	52	54	49.0
Other	0	1	6	5	4	0	3	3	1	3	3	0	2.4
Subtotal	2116	2197	2270	2307	2328	2288	2270	2233	2177	2148	2146	2511	2249.3
Exempt	13,795	13,960	14,166	14,363	14,585	14,484	14,409	14,178	13,892	13,696	13,504	12,951	13,998.6
Total	15,911	16,157	16,436	16,670	16,913	16,772	16,679	16,411	16,069	15,844	15,650	15,462	16,247.8

TABLE A.20

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN MADISON COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	19	23	18	21	30	33	19	18	18	19	16	14	20.7
Pending Assignment	2	1	1	6	0	1	5	1	2	6	6	5	3.0
Not Job Ready	20	3	3	6	10	11	15	16	14	17	15	31	13.4
Job Club	3	1	1	3	7	5	5	4	2	2	5	2	3.3
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	2	4	5	6	9	6	6	5	7	8	2	1	5.1
E&T	3	4	10	11	10	5	11	20	19	19	10	15	11.4
Employment	1	2	3	3	3	3	5	5	3	1	2	3	2.8
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	50	38	41	56	69	64	66	69	65	72	56	71	59.8
Exempt	267	264	264	268	278	257	262	257	257	250	259	253	261.3
Total	317	302	305	324	347	321	328	326	322	322	315	324	321.1

TABLE A.21

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN MARION COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	144	153	162	173	197	221	223	221	230	213	232	226	199.6
Pending Assignment	3	3	2	3	3	3	4	3	3	3	1	1	2.7
Not Job Ready	61	58	51	53	52	52	49	53	57	49	50	49	52.8
Job Club	2	2	2	2	4	4	4	4	4	4	2	1	2.9
SEP	1	1	1	1	0	0	0	1	1	0	0	0	0.5
CWEP	68	74	89	95	96	90	89	92	89	89	81	74	85.5
E&T	7	11	14	15	15	17	14	18	21	19	21	16	15.7
Employment	13	12	11	11	8	8	8	7	9	9	11	12	9.9
Other	0	0	1	0	1	0	0	2	4	3	1	1	1.1
Subtotal	299	314	333	353	376	395	391	401	418	389	399	380	370.7
Exempt	1002	1006	1008	1010	1000	984	966	929	907	873	851	814	945.8
Total	1301	1320	1341	1363	1376	1379	1357	1330	1325	1262	1250	1194	1316.5

TABLE A.22

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN MONTGOMERY COUNTY

Component	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	2844	3023	3025	3005	2990	2893	2834	2725	2636	2571	2465	2448	2788.3
Pending Assignment	1	2	2	2	1	0	0	0	0	0	0	0	0.7
Not Job Ready	149	131	154	183	197	183	202	204	188	186	200	197	181.2
Job Club	22	17	33	41	53	29	19	94	141	128	104	79	63.3
SEP	10	11	12	11	7	16	18	18	12	10	8	6	11.7
CWEP	281	278	345	356	398	395	399	385	353	340	328	317	347.9
E&T	211	205	346	427	465	414	517	495	484	457	404	261	390.5
Employment	103	108	125	141	151	134	132	124	129	140	142	143	131.0
Other	8	1	3	6	14	13	16	10	8	7	1	5	7.7
Subtotal	3629	3776	4045	4172	4276	4077	4137	4055	3951	3839	3653	3456	3922.6
Exempt	12,291	12,398	12,487	12,469	12,663	12,386	12,203	11,955	11,615	11,334	11,127	10,951	11,989.9
Total	15,920	16,174	16,532	16,641	16,939	16,463	16,340	16,010	15,566	15,173	14,780	14,407	15,912.1

TABLE A.23

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN MORROW COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	43	47	40	30	38	45	45	35	26	30	30	45	37.8
Pending Assignment	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Not Job Ready	21	19	22	32	34	33	38	36	35	38	40	41	32.4
Job Club	0	0	2	1	1	4	6	2	7	5	1	0	2.4
SEP	0	0	0	1	1	2	2	2	0	0	0	0	0.7
CWEP	11	14	18	21	28	23	21	26	23	21	17	20	20.3
E&T	14	16	21	26	27	26	24	23	22	23	27	27	23.0
Employment	14	15	19	18	12	11	11	14	16	20	22	19	15.9
Other	3	2	0	1	1	1	0	1	0	0	1	0	0.8
Subtotal	106	113	122	130	142	145	147	139	129	137	138	152	133.3
Exempt	319	311	323	318	332	323	317	313	307	296	284	269	309.3
Total	425	424	445	448	474	468	464	452	436	433	422	421	442.7

TABLE A.24

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN MUSKINGUM COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	301	324	319	323	341	341	327	317	275	236	193	203	291.7
Pending Assignment	2	0	0	0	1	0	1	0	2	1	0	1	0.7
Not Job Ready	61	59	47	44	42	43	49	57	70	78	90	92	61.0
Job Club	7	8	12	16	15	10	11	11	13	8	10	8	10.8
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	76	71	66	81	75	73	61	78	108	107	94	84	81.2
E&T	132	112	131	165	183	142	207	226	207	259	259	202	185.2
Employment	24	29	28	25	32	37	31	26	28	29	27	20	28.0
Other	5	5	6	4	4	0	3	0	1	3	3	1	2.9
Subtotal	608	608	609	658	693	646	690	715	704	721	676	611	661.6
Exempt	1617	1622	1607	1620	1660	1632	1581	1569	1518	1467	1432	1441	1563.8
Total	2225	2230	2216	2278	2353	2278	2271	2284	2222	2188	2108	2052	2225.4

TABLE A.25

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN PERRY COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	147	153	159	164	169	286	336	375	374	358	291	266	256.5
Pending Assignment									1	4	5	11	5.3[a]
Not Job Ready				NO SIGNIFICANT					0	1	8	19	7.0[a]
Job Club				ACTIVITY UNTIL					0	0	0	5	1.3[a]
SEP				MARCH/89					0	0	0	0	0.0[a]
CWEP									2	17	29	42	22.5[a]
E&T									2	13	15	23	13.3[a]
Employment									0	1	1	3	1.3[a]
Other									0	0	0	0	0.0[a]
Subtotal	----------N/A----------								379	394	349	369	372.8[a]
Exempt	929	950	960	971	979	884	828	794	737	709	696	668	842.1
Total	----------N/A----------								1116	1103	1045	1037	1075.3[a]

[a]4-Month Average

TABLE A.26

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN PICKAWAY COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	90	93	98	101	106	123	150	154	153	136	120	137	121.8
Pending Assignment								5	5	4	6	4	4.8[a]
Not Job Ready				NO SIGNIFICANT				3	11	17	26	42	19.8[a]
Job Club				ACTIVITY UNTIL				4	6	7	6	1	4.8[a]
SEP				FEBRUARY/89				0	0	0	0	0	0.0[a]
CWEP								4	14	18	19	20	15.0[a]
E&T								5	18	27	26	16	18.4[a]
Employment								0	1	1	5	2	0.8[a]
Other								0	0	0	0	0	0.0[a]
Subtotal	----------N/A----------							175	208	210	208	222	204.6[a]
Exempt	702	712	725	726	746	743	695	644	600	578	542	533	662.2
Total	----------N/A----------							819	808	788	750	755	784.0[a]

[a]5-Month Average

TABLE A.27

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN PIKE COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	138	152	149	162	171	175	174	161	148	147	149	154	156.7
Pending Assignment	19	15	17	14	27	31	31	35	29	39	46	60	30.3
Not Job Ready	124	120	120	129	139	141	148	152	151	155	154	159	141.0
Job Club	1	3	2	2	2	2	1	2	1	3	1	1	1.8
SEP	7	7	7	6	5	5	5	6	6	4	4	5	5.4
CWEP	57	53	56	54	59	66	69	67	61	60	51	52	58.8
E&T	33	33	43	38	39	36	38	42	53	56	42	33	40.5
Employment	10	9	7	7	7	4	3	3	1	2	4	4	5.1
Other	0	0	0	0	0	0	0	1	0	0	1	1	0.3
Subtotal	389	392	401	412	449	460	469	469	450	466	452	469	439.8
Exempt	873	884	893	899	908	886	879	866	846	835	843	808	868.3
Total	1262	1276	1294	1311	1357	1346	1348	1335	1296	1301	1295	1277	1308.2

TABLE A.28

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN PUTNAM COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	21	25	29	24	25	32	29	25	20	22	41	60	29.4
Pending Assignment	1	1	2	2	1	1	1	1	1	1	1	1	1.2
Not Job Ready	13	11	12	12	10	9	13	10	14	14	11	9	11.5
Job Club	2	2	0	1	0	0	2	0	0	0	0	0	0.6
SEP	1	2	1	1	0	0	0	0	0	1	0	0	0.5
CWEP	15	19	23	21	19	17	17	15	18	17	14	9	17.0
E&T	7	5	6	7	7	9	8	7	8	10	12	6	7.7
Employment	9	16	18	17	14	9	9	8	12	11	11	13	12.3
Other	0	0	0	0	0	0	0	0	0	1	0	0	0.1
Subtotal	69	81	91	85	76	77	79	66	73	77	90	98	80.2
Exempt	253	247	253	255	260	230	224	218	207	197	232	228	233.7
Total	322	328	344	340	336	307	303	284	280	274	322	326	313.8

TABLE A.29

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN RICHLAND COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	328	334	339	345	368	851	833	772	619	480	405	375	504.1
Pending Assignment							4	17	45	59	65	65	42.5[a]
Not Job Ready			NO SIGNIFICANT				5	13	28	48	68	80	40.3[a]
Job Club			ACTIVITY UNTIL				1	6	12	4	9	10	7.0[a]
SEP			JANUARY/89				0	0	0	0	0	0	0.0[a]
CWEP							0	3	11	22	36	47	19.8[a]
E&T							2	19	45	83	99	97	57.5[a]
Employment							4	5	11	14	20	25	13.2[a]
Other							0	0	1	3	0	1	0.8[a]
Subtotal	----------N/A----------						849	835	872	713	702	700	778.5[a]
Exempt	2447	2495	2538	2567	2491	2062	2010	1947	1887	1880	1853	1791	2164.0
Total	----------N/A----------						2859	2782	2659	2593	2555	2491	2656.5[a]

[a]6-Month Average

TABLE A.30

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN SANDUSKY COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	100	126	136	143	139	155	146	130	129	126	161	269	146.7
Pending Assignment	2	2	1	1	1	1	2	2	1	1	0	0	1.2
Not Job Ready	14	13	11	11	10	9	8	9	9	8	5	2	9.1
Job Club	2	1	1	1	1	2	2	5	6	5	4	2	2.7
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	47	48	51	48	50	57	51	52	43	40	29	22	44.8
E&T	18	17	17	15	17	19	18	18	23	21	15	9	17.3
Employment	14	14	17	19	17	16	17	15	16	15	14	11	15.4
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	197	221	234	238	235	259	244	231	227	216	228	317	237.1
Exempt	1031	1015	985	977	987	968	938	889	844	816	871	1097	951.5
Total	1228	1236	1219	1215	1222	1227	1182	1120	1071	1032	1099	1414	1188.6

TABLE A.31

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN SCIOTO COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	715	708	690	685	685	634	614	587	559	558	518	544	624.8
Pending Assignment	1	1	1	1	1	1	1	1	1	3	3	5	1.7
Not Job Ready	275	287	273	291	288	269	275	289	300	328	301	260	286.3
Job Club	26	25	24	22	17	12	15	13	18	20	20	19	19.3
SEP	0	0	1	2	2	2	2	4	4	4	4	4	2.4
CWEP	136	133	132	147	147	159	168	164	135	129	113	86	137.4
E&T	58	60	59	87	95	96	115	124	137	126	129	100	98.8
Employment	14	16	15	12	14	17	16	17	19	22	23	24	17.4
Other	1	1	2	0	1	0	2	1	0	2	1	0	0.9
Subtotal	1226	1231	1197	1247	1250	1190	1208	1200	1173	1192	1112	1042	1189.0
Exempt	3324	3336	3362	3350	3352	3293	3214	3125	3001	2924	2879	2724	3157.0
Total	4550	4567	4559	4597	4602	4483	4422	4325	4174	4116	3991	3766	4346.0

TABLE A.32

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN SENECA COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	124	126	130	130	143	231	272	296	312	320	318	305	225.6
Pending Assignment													
Not Job Ready													
Job Club						NO SIGNIFICANT							
SEP						ACTIVITY THROUGH							
CWEP						JUNE/89							
E&T													
Employment													
Other													
Subtotal	----------N/A----------												
Exempt	1072	1077	1089	1099	1098	986	942	887	823	791	801	797	955.2
Total	----------N/A----------												

TABLE A.33

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN SHELBY COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	25	32	27	37	40	38	44	38	38	44	46	45	37.8
Pending Assignment	0	0	0	1	3	1	2	2	1	1	1	1	1.1
Not Job Ready	25	7	8	9	12	10	11	11	12	14	14	23	13.0
Job Club	0	1	6	3	4	2	6	2	1	4	0	2	2.6
SEP	1	1	1	1	0	0	0	0	0	0	0	0	0.0
CWEP	12	11	12	8	9	11	12	13	14	13	5	6	10.5
E&T	9	8	16	16	23	22	25	24	25	25	16	8	18.1
Employment	6	6	11	14	15	12	10	8	10	9	9	7	9.8
Other	0	0	0	0	0	0	1	1	0	0	0	0	0.2
Subtotal	78	76	81	89	106	96	111	99	101	110	91	88	93.3
Exempt	420	423	440	433	455	433	401	392	375	357	346	337	401.0
Total	498	489	521	522	561	529	512	491	476	467	437	429	494.3

TABLE A.34

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN STARK COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	662	726	787	828	851	802	774	702	680	627	589	585	717.8
Pending Assignment	2	5	5	3	8	9	3	4	3	3	2	1	4.0
Not Job Ready	54	56	55	54	62	59	67	60	64	68	73	78	62.5
Job Club	25	19	14	10	12	9	8	14	19	17	12	19	14.8
SEP	0	0	0	0	2	6	7	8	8	8	8	8	4.6
CWEP	94	101	109	115	110	114	114	109	90	91	75	71	99.4
E&T	128	121	139	151	151	127	151	143	134	131	125	141	136.8
Employment	26	27	39	36	39	41	42	39	32	29	25	27	33.5
Other	2	1	2	6	3	4	4	6	10	6	3	1	4.0
Subtotal	993	1056	1150	1203	1238	1171	1170	1085	1040	980	912	931	1077.4
Exempt	8209	8257	8342	8368	8469	8300	8138	7964	7947	7695	7340	7281	8025.8
Total	9202	9313	9492	9571	9707	9471	9308	9049	8987	8675	8252	8212	9103.3

TABLE A.35

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN SUMMIT COUNTY

Component	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	2490	2516	2542	2577	2670	3867	4247	4488	4733	4811	4816	4674	3703.4
Pending Assignment								0	0	0	0	0	0.0[a]
Not Job Ready								2	2	12	17	26	11.8[a]
Job Club				NO SIGNIFICANT				0	0	0	0	4	0.8[a]
SEP				ACTIVITY UNTIL				0	0	0	0	0	0.0[a]
CWEP				FEBRUARY/89				3	2	2	1	8	3.2[a]
E&T								6	6	6	7	15	8.0[a]
Employment								10	15	24	22	16	17.4[a]
Other								0	2	3	2	1	1.6[a]
Subtotal	----------N/A----------							4509	4770	4858	4865	4744	4749.2[a]
Exempt	13,118	13,311	13,476	13,684	13,787	12,545	11,940	11,404	10,895	10,481	10,271	10,171	12,090.0
Total	----------N/A----------							15,913	15,665	15,339	15,136	14,915	15,393.6[a]

[a]5-Month Average

TABLE A.36

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN TRUMBULL COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	864	880	894	903	938	1187	1374	1460	1533	1619	1587	1534	1231.1
Pending Assignment								0	0	0	0	0	0.0[a]
Not Job Ready			NO SIGNIFICANT					6	1	15	22	35	17.8[a]
Job Club			ACTIVITY UNTIL					3	15	14	25	27	16.8[a]
SEP			FEBRUARY/89					0	0	4	5	5	2.8[a]
CWEP								0	11	22	22	26	16.2[a]
E&T								4	23	39	46	61	34.6[a]
Employment								1	5	6	12	17	8.2[a]
Other								0	0	0	0	2	0.4[a]
Subtotal	----------N/A----------							1474	1598	1719	1719	1007	1643.4[a]
Exempt	5369	5462	5541	5622	5675	5419	5171	4962	4725	4567	4419	4285	5101.4
Total	----------N/A----------							6436	6323	6286	6138	5992	6235.0[a]

[a]5-Month Average

TABLE A.37

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN UNION COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	16	21	27	26	33	27	27	22	23	22	24	35	25.3
Pending Assignment	11	8	6	4	3	3	2	3	1	0	2	3	3.8
Not Job Ready	0	2	5	9	12	12	13	10	8	10	8	7	8.0
Job Club	1	0	1	0	1	7	6	8	6	0	1	3	2.8
SEP	2	2	2	2	3	4	3	3	3	3	1	1	2.4
CWEP	5	6	6	8	6	6	8	9	8	6	5	5	6.5
E&T	9	10	13	12	15	22	23	21	18	16	13	22	16.2
Employment	9	8	8	3	3	5	4	4	3	3	5	5	5.0
Other	0	1	0	0	1	0	1	0	0	1	0	0	0.3
Subtotal	53	58	68	64	77	86	87	80	70	61	59	79	70.3
Exempt	172	169	170	162	163	157	158	157	153	155	154	154	160.3
Total	225	227	238	226	240	243	245	237	223	216	213	235	230.7

TABLE A.38

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN WASHINGTON COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	183	189	189	193	201	223	232	230	213	175	162	113	191.9
Pending Assignment	1	2	3	2	2	2	2	2	2	1	2	1	1.8
Not Job Ready	51	66	52	45	44	38	29	22	35	45	59	66	46.0
Job Club	1	4	3	2	2	2	1	0	0	2	1	3	1.8
SEP	3	3	4	4	4	5	5	1	1	1	1	1	2.8
CWEP	25	35	38	42	42	44	37	32	33	56	64	50	41.5
E&T	27	33	37	41	44	43	38	34	39	55	72	53	43.0
Employment	39	37	34	32	35	35	32	29	29	30	33	26	32.6
Other	0	1	2	2	2	1	1	1	0	0	1	1	1.0
Subtotal	330	370	362	363	376	393	377	351	352	365	395	314	362.3
Exempt	1038	1032	1051	1059	1083	1063	1059	1054	1034	1001	985	948	1033.9
Total	1368	1402	1413	1422	1459	1456	1436	1405	1386	1366	1380	1262	1396.3

TABLE A.39

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN WAYNE COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	61	67	87	79	87	95	101	91	86	80	74	80	82.3
Pending Assignment	2	6	4	4	3	1	2	1	1	1	1	2	2.3
Not Job Ready	69	63	44	42	40	34	40	42	49	52	60	68	50.3
Job Club	11	6	0	1	1	0	2	1	2	2	1	2	2.4
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	38	34	34	42	45	44	45	48	51	47	44	33	42.1
E&T	48	49	68	88	95	86	97	94	87	84	83	65	78.7
Employment	27	32	35	33	31	25	22	28	30	28	24	15	27.5
Other	1	1	1	1	0	0	1	1	2	4	4	1	1.4
Subtotal	257	258	273	290	302	285	310	306	308	298	289	266	287.0
Exempt	835	876	882	882	907	894	847	811	783	741	735	719	826.0
Total	1092	1134	1155	1172	1209	1179	1157	1117	1091	1039	1026	985	1113.0

TABLE A.40

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1988 IN WILLIAMS COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	12	18	24	26	19	21	30	35	32	23	23	32	24.6
Pending Assignment	0	0	0	0	0	0	0	0	0	2	1	2	0.4
Not Job Ready	6	5	4	3	3	4	4	1	2	3	4	3	3.5
Job Club	3	0	1	2	1	1	0	1	1	1	2	1	1.2
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	3	7	8	9	8	6	4	5	4	5	3	5	5.6
E&T	4	1	9	7	7	12	15	6	10	8	3	10	7.7
Employment	6	8	8	12	8	6	8	4	9	8	5	7	7.4
Other	0	0	1	1	0	0	0	0	0	1	1	0	0.3
Subtotal	34	39	55	60	46	50	61	52	58	51	42	60	50.7
Exempt	270	286	276	295	300	303	290	274	253	254	243	246	274.2
Total	304	325	331	355	346	353	351	326	311	305	285	306	324.8

TABLE A.41

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN WOOD COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	92	110	100	113	114	122	138	155	151	138	136	164	127.8
Pending Assignment	2	2	5	2	2	2	3	4	3	0	0	0	2.1
Not Job Ready	31	22	22	21	24	24	25	26	24	32	29	28	25.7
Job Club	0	1	2	6	3	1	2	3	2	2	3	2	2.3
SEP	2	2	2	2	0	0	0	0	0	0	0	0	0.0
CWEP	9	8	6	8	13	15	16	16	13	13	13	12	11.8
E&T	37	38	53	62	55	49	44	49	56	57	59	45	50.3
Employment	6	7	9	9	6	4	2	1	2	3	5	4	4.8
Other	1	1	1	2	0	0	2	1	0	0	0	1	0.8
Subtotal	180	191	200	225	217	217	232	255	251	245	245	256	226.2
Exempt	601	608	622	610	637	626	615	570	563	548	569	573	595.2
Total	781	799	822	835	854	843	847	825	814	793	814	829	821.3

TABLE A.42

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN WYANDOT COUNTY

COMPONENT	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	16	16	17	17	23	46	57	63	51	43	37	39	35.4
Pending Assignment								2	2	2	0	0	1.2[a]
Not Job Ready			NO SIGNIFICANT					0	0	0	0	1	0.2[a]
Job Club			ACTIVITY UNTIL					1	1	1	0	0	0.6[a]
SEP			FEBRUARY/89					0	0	0	0	0	0.0[a]
CWEP								2	2	4	6	11	5.0[a]
E&T								0	3	3	2	1	1.8[a]
Employment								0	2	2	4	3	2.2[a]
Other								0	0	0	1	0	0.2[a]
Subtotal	----------N/A----------							68	61	55	50	55	57.8[a]
Exempt	175	185	188	195	197	161	142	131	120	117	111	116	153.2
Total	----------N/A----------							199	181	172	161	171	176.8[a]

[a]5-Month Average

TABLE A.43

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1989 IN OHIO

Component	MONTH												MONTHLY AVERAGE
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	
Pending Assessment	17,376	18,109	18,229	18,565	18,987	21,935	22,746	22,792	22,673	22,192	21,363	21,714	20,556.8
Pending Assignment	352	311	346	381	399	407	437	395	482	506	486	458	413.3
Not Job Ready	2156	2068	1980	2067	2146	2106	2147	2122	2144	2231	2404	2566	2178.1
Job Club	314	336	447	529	563	480	461	514	559	561	583	561	492.3
SEP	83	89	101	107	91	106	99	101	98	98	108	116	99.8
CWEP	1974	1999	2215	2420	2527	2622	2658	2644	2534	2497	2428	2359	2406.2
E&T	1739	1761	2164	2540	2730	2571	2904	2984	3091	3177	3084	2540	2607.1
Employment	791	840	958	1012	1069	1015	951	900	925	979	1005	960	950.4
Other	39	36	57	67	67	65	77	91	84	103	101	96	73.6
SUBTOTAL	24,824	25,549	26,497	27,688	28,579	31,307	32,480	32,543	32,590	32,344	31,562	31,370	29,777.8
EXEMPT	138,270	139,811	141,296	142,355	143,886	138,642	135,187	131,774	128,277	125,264	123,242	120,968	134,081.0
TOTAL	163,094	165,360	167,793	170,043	172,465	169,949	167,667	164,317	160,867	157,608	154,804	152,338	163,858.8

REFERENCES

Browning, Robert X. Politics and Social Welfare Policy in the United States. Knoxville: The University of Tennessee Press, 1986.

Burns, Eveline M. Social Security and Public Policy. New York: McGraw-Hill Book Company, Inc., 1956.

Butler, Stuart, and Kondratas, Anna. Out of the Poverty Trap. A Conservative Strategy for Welfare Reform. New York: The Free Press, 1987.

Clarke, Helen I. Social Legislation. Second Edition. New York: Appleton-Century-Crofts, Inc., 1957.

Columbus Dispatch. "Ohio Model for Federal Workfare." Sunday, October 23, 1988.

DeFleur, Melvin L.; D'Antonio, William V.; and DeFleur, Lois B. Sociology: Human Society. Second Edition. Glenview, IL: Scott, Foresman and Company, 1976.

Gueron, Judith M. Reforming Welfare with Work. Occasional Paper 2. New York: Ford Foundation, 1987.

Hansen, Janet S., and Clewell, Beatriz. Income Maintenance Programs and College Opportunity. Washington, DC: College Entrance Examination Board, April 1982. (ERIC Document Reproduction Service No. ED 216 621)

Macarov, David. The Design of Social Welfare. New York: Holt, Rinehart, and Winston, 1978.

Meritus, Inc. Clark County Department of Human Services Ohio Fair Work Program Report and Recommendations. Columbus: Meritus, Inc., December 1988.

Meritus, Inc. Ohio Fair Work Program Four-County Summary Report and Recommendations. Columbus: Meritus, Inc., April 1989.

Office of Welfare Reform. Caseload Reduction Analysis for Ohio Fair Work Program Counties. Distributed at Ohio Fair Work Training, sponsored by Ohio Department of Human Services, Bureau of Work and Training, October 24-28, 1988.

Potomac Institute for Economic Research. The Ohio Work Programs: Assessing the First Two Years. Washington, DC: Potomac Institute for Economic Research, January 1988.

Potomac Institute for Economic Research. Impact of the Work Programs: A Long-term Perspective. Washington, DC: Potomac Institute for Economic Research, January 1988.

Romanyshyn, John M. Social Welfare: Charity to Justice. New York: Random House, Inc., 1971.

Shephard, Jan M., and Voss, Harwin L. Social Problems. New York: Macmillan Publishing Co.,Inc., 1978.

Sklar, Morton H. A Brief Assessment of Displacement and Other Program Effectiveness Issues Under Ohio's Fair Work Program. Report prepared for the American Federation of State, County and Municipal Employees. August 31, 1988.

Spindler, Arthur. Public Welfare. New York: Human Sciences Press, 1979.

Subcommittee on Oversight and Subcommittee on Public Assistance and Unemployment Compensation of the Committee on Ways and Means, U.S. House of Representatives. Effects of the Omnibus Budget Reconciliation Act of 1981 (OBRA) Welfare Changes on Poverty. Washington, DC: U.S. Government Printing Office, 1984. (ERIC Document Reporduction Service No. ED 256 847)

U.S. Congress. Tax Equity and Fiscal Responsibility Act (P.L. 97-248). Part III, Subtitle D.